DOCUMENT RESUME

ED 097 302	95	SP 008 460

TITLE	Institutional Viability: The Final Report and Recommendations of the Administration and Supervision National Field Task Force on the Improvement and Reform of American Education.
INSTITUTION	Office of Education (DHEW), Washington, D.C.
SPONS AGENCY	National Center for Improvement of Educational Systems (DHEW/OE), Washington, D. C.
REPORT NO	DHEW-OE-74-12006-FR
PUB DATE	May 74
NOTE	109p.; For related documents, see SP 008 231-234
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock Number 1780-01330, $1.55)
EDRS PRICE	MF-$0.75 HC-$5.40 PLUS POSTAGE
DESCRIPTORS	*Administrative Personnel; *Educational Change; *Educational Development; Educational Finance; *Federal Aid; *Leadership Qualities
IDENTIFIERS	*Administration Supervision Natl Field Task Force

ABSTRACT

This report offers recommendations from the vantage points of educational administration and supervision regarding the best use of discretionary federal funds for the improvement of the quality of American education. Part one describes the Administration and Supervision Task Force on School Improvement and Reform. Part two, "Recommendations of the Administration and Supervision Task Force," presents the rationale of the position of the task force, identifies the prime benficiaries of reforms, presents a view of the regenerative school, and delineates the elements of schooling to which attention must be directed in an educational reform strategy. Part three, "The Focus of Education Reform," presents a view that school administrators and their functioning are the key action targets. Part four, "Starting the Reform Thrust," states that the most crucial point at which to initiate the reform process in schools is at the locus of leadership. Skills and abilities required for effective leadership are listed. The appendix consists of statements, position papers, and other materials helpful to the task force. In conclusion, a systematically developed plan, implemented through an action program based upon the best of education history and the careful examination and application of behavioral science, is not only feasible but timely. Training for effectiveness will represent the single most essential and necessary ingredient. (PD)

HEW Publication No. (OE) 74-12006

The Final Report and Recommendations of the ADMINISTRATION AND SUPERVISION NATIONAL FIELD TASK FORCE on the IMPROVEMENT AND REFORM OF AMERICAN EDUCATION

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U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON: 1974

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 Price $1.55
Stock Number 1780 01330

In 1972 the U.S. Office of Education funded six independent National National Field Task Forces on the Improvement and Reform of American Education. The names of these task forces are:

Administration and Supervision
Basic Studies
Community
Council of Chief State School Officers
Higher Education
Teachers

This publication presents the final report and recommendations of the Administration and Supervision Task Force. Reports and recommendations of the other task forces are published separately. These reports and recommendations do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education should be inferred.

FOREWORD

In its continuing effort to develop programs which are more responsive to local needs, the National Center for the Improvement of Educational Systems of the U.S. Office of Education (OE) established six field task forces in early 1972 to contribute directly to its intensified efforts to help improve the Nation's school systems and the preparation of the people who staff them. These new groups, appropriately called the Field Task Forces on Improvement and Reform of American Education, represented a major commitment by the OE to involve people, institutions, and organizations in a continuing appraisal of its existing national training programs and in the development of alternative program strategies.

The creation of the Field Task Forces was a significant step in OE's efforts to build more effective mechanisms for utilizing the best of the wisdom and experience of its funded training projects and persons on the educational firing line. This particular effort built strongly on the work of Task Force 72,[1] under the leadership of Dr. Allen Schmieder, which directly involved the contributions of over 10,000 educators in the development of its reports and recommendations.

The Field Task Forces brought together a national cross-section of pacesetters from the major constituencies of American education--teachers, State education departments, the community, school administration and supervision, higher education, and spokesmen for the basic subjects taught in the schools--for a 6-month analysis of the key concepts underlying current training program policies, and more importantly, to help develop more effective means for achieving systematic educational improvement and reform. It is hoped that this important intensive task force effort will provide some models for a more systematic and continuing dialogue between Washington, the Regions, and the American and international community regarding the formulation and implementation of national education training policy.

The need for and desirability of such Windows to the Bureaucracy[2] is reflected in the enthusiastic response from the Nation to this call to action. The Task Forces, whose members were nominated by a wide range of education personnel and groups from OE-sponsored programs and projects, included representatives from organizations which collectively

1 A task force organized in early 1971 by the former Bureau of Educational Personnel Development (later National Center for the Improvement of Educational Systems and now the Division of Educational Systems Development, Bureau of Occupational and Adult Education) to examine the implications of training complexes, protocol and training materials, the OE-commissioned Elementary Teacher Training Models, and competency-based teacher education for educational reform and for future programing affecting educational personnel.

2 The title of a publication of the National Advisory Council of Education Professions Development which calls for a much greater involvement of people in the field in the development of national education program policy.

have several million members. All major geographic regions and almost all racial and ethnic groups were represented in a rich variety of personnel embracing such committed leaders as the White House Teacher of the Year, the President of the American Counseling and Guidance Association, the President of the National Council on Anthropology and Education, the Chairman of the National Conference on English Education, the head of the Black Caucus of the National Education Association, the Director of the Education Division of the National Conservation Foundation, the President of the American Association of Colleges for Teacher Education, the Leadership Training Institute Directors, and the Director of the Schools Division of the National Science Foundation. In the Field Task Forces, too, were to be found classroom teachers, parents, community activists, administrators, and others without formal title who by their involvement in training projects displayed a heavy personal stake and a deep-seated commitment to change.

But all of the members who formed vested interest group concerns were selected in the hope that their recommendations would reflect their personal wisdom as well as the best of the training program viewpoints and policies of their groups.

The Task Forces had three major purposes: (1) to make recommendations regarding how best to use discretionary training funds for the improvement of the quality of American education, (2) to help develop specific training strategies for the improvement of educational systems through more effective development of educational personnel, and (3) to show the way to a more effective communication system between the national Federal offices, regional offices, State offices and their constituencies.

The Field Task Forces completed their respective studies in the Fall of 1973. Their reports and recommendations reflect their reactions to the state of improvement and reform in American education as it existed at that time. Many changes have occurred since then--as a result of steps taken by the Administration, by the Congress, and by the educational community. Although some of this material is therefore necessarily dated, so much of it is still current and useful that I feel that these reports will prove valuable not only today but in the future. Although they do not necessarily reflect OE positions and policies, they contain the opinions of knowledgeable and dedicated men and women. With this in mind, I commend them to you most earnestly.

Washington, D.C.
May 1974

William L. Smith
Director, Teacher Corps
(formerly Associate Commissioner
of the National Center for the
Improvement of Educational Systems)

CONTENTS

I. INTRODUCTION

The report presented herewith represents the consensus of the Administration and Supervision Task Force on School Improvement and Reform. It is the result of deliberations extending over a period of a year, beginning in May 1972 with a concluding meeting in June 1973. There was, however, an interval of approximately 6 months (November 1972 - June 1973) during which the group did not meet.

As one of six such task forces established by the U. S. Office of Education (USOE), we viewed our mission to be that of offering to officials of USOE the collective viewpoints of a group of independent professional educators regarding appropriate thrusts and emphases in the improvement of educational opportunity for America's children and youth.

We were specifically invited to offer recommendations from the vantage points of educational administration and supervision regarding the best use of discretionary Federal funds for the improvement of th quality of American education. From time to time we were reminded of that major task force purpose by OE officials. These officials did not, however, attempt to influence the content of our recommendations. For that content the members of the task force accept full responsibility.

The fact that positions stated in this report exceed, or appear to exceed, the charge of making recommendations regarding the use of discretionary Federal funds is due to our conviction that it is impracticable to discuss improvement in the Nation's schools except in consideration of broad general social and educational issues and concepts.

Hence, some parts of our discussion may seem expansive. We hope that the expansiveness will be seen as an attempt to explicate, not to evade or to obfuscate.

In the establishment of the Task Force on Administration and Supervision consideration was given to many factors in order to bring together a cross section of people representative of these areas of the educational enterprise. A listing of the criteria for the selection of task force members follows:

- A wide national geographic spread
- Culturally different backgrounds
- Different racial and ethnic backgrounds
- Participation in a variety of national professional associations
- Representation from both urban and rural schools
- Representation from varying levels and types of administrative and supervisory responsibility

- Central office, school district wide
- Individual school, full grade range coverage
- Development, research and planning
- Federally supported program management
- Education for exceptional children and youth
- General day-to-day school operations

Some members of the task force were selected by the staff of the Office of Education because of their previous contacts while others were recommended by various persons and organizational offices. Consideration during the selection process was also given to the inclusion of persons representing groups which were not included in the other field task forces.

The chairman was designated by officials of USOE.

That members of this group viewed their mission as highly significant was indicated by the high rate of attendance at the eight meetings, each of several days duration. Average attendance was 65 percent.

Andrew Viscovich, Assistant Superintendent, Oakland, California Unified School District, joined the group for two of its meetings as a participant-observer.

In order to accomplish the mission, it was necessary for the task force members who came from highly diverse backgrounds, to engage in the difficult process of developing into a group, as distinguished from a collection of individuals. Their accomplishment of this goal is an example of the kind of cooperation that is essential in the educational reform process

Organization of the Report

Following this introductory statement, we present our conclusions and recommendations. That material, we hope, can stand independently as a basis for initiating reform action.

Part II consists of materials which are explicative. In this part the rationale for our position is presented. In the subsections we identify the prime beneficiaries of reform, present our view of the regenerative school, and delineate the elements of schooling to which, in our judgment, attention must be directed in an educational reform strategy.

Part III presents our view that school administrators and their functioning is the key action target, the sine qua non of educational reform.

The report is concluded with a brief nonsummary statement. The appendix-

es consist of statements, position papers and other materials prepared or selected by members of the task force individually or as a group. These materials represent source documents which proved very valuable in focusing our attention and in raising and clarifying issues.

American education has witnessed too many quick, simple answers that have been found incompatible with the questions to which they are assigned. We have seen also attempts to implant the results of theoretical research without those results being subjected to the development process which is necessary to translate theory into practice. In addition, we in education, in our impatience to improve our effectiveness, have often accepted as firm principle the hypothetical pronouncements of those whose status of scholarly authority is based upon little more than the proliferate character of their works.

It is our position that school reform and improvement must be made of "sterner stuff." The important work of improving education for American children and youth will require more than folklore, facile answers, and cleverly couched hunches. We believe that a systematically developed plan, implemented through an action program based upon the best of educational history and the careful examination and application of behavioral science, is not only feasible but timely.

In our judgment, training for effectiveness will represent the single most essential and necessary ingredient.

II. RECOMMENDATIONS OF THE ADMINISTRATION AND SUPERVISION TASK FORCE

A Brief Definition

Educational reform must be a national thrust involving a planned process for utilizing local community resources, augmented by Federal assistance, to address the local and national priority of making educational systems more effective. Reform efforts should aim, where possible, at the elimination, or significant reduction of the impact of various barriers to school effectiveness. The key target of planned educational change is the individual school supported by a school system with a deliberate goal of institutional viability as demonstrated by pupil learning success.

Reform in American education will require the development and refinement of new partnership arrangements among local, State, and Federal governments.

The Need for This Thrust

The welfare of this Nation requires that schools attain new levels of success and that this attainment be more inclusive of the population. Although a larger proportion of American children and youth is enrolled in school than at any other time in our national history, many thousands leave school with inadequate sustaining learning skills and with insufficient preparation for the transition from school to the work force and effective participation in other aspects of the society. Various efforts, mostly piecemeal and short-lived, have been made in attacking the problems. True, some progress has been made and yet "the more things change the more they stay the same."

Our general and universal goals of education are not being attained because of structural, operational, and contextual factors which are identifiable as barriers to educational achievement.

Scope of the Reform Effort

The need for reform is nationwide and is evident in urban, suburban, and rural schools. It is appropriate, therefore, that a program of school reform should be available to school systems in all kinds of communities.

The most pressing need for improved opportunities and achievement is to be found in schools serving high ratios and concentrations of the traditionally denied -- the poor, the cultural and racial minorities, and those with special organic or functional handicaps. Such schools should therefore receive special priority in local, State, and national support of school reform efforts.

The Elements or Features of the School That Should Be Involved

Improvement and reform should eventually involve all aspects of the school operation. However, it would be unwieldy to address all aspects simultaneously at the outset or in the earliest stages of the program. In our judgment, the most fruitful approach would involve an initial concern for improving the organization of the school--the system for the delivery of the school's services. Such an approach resembles organizational development as defined by Gordon Lippitt: the strengthening of those processes in organizations which improve the functioning of the [illegible]ed system so as to achieve its objectives.

The Key Entry Point

In our opinion, the key entry point in school improvement is at the leadership level. Most significant changes occur in schools either through administrator initiative or at the very least through administrator legitimation. Very few changes of any impact can take place in schools without the involvement of the administrator. Since the unit where the most productive change efforts can be carried out is the individual school, the local administrator, the principal, and other administrators with whom he interacts constitute the highest priority target as an entry point in educational reform.

The initial goal of the reform effort should be to develop in local school administrators, particularly principals, the capabilities required for them to become reform stimulators, action research leaders, more effective managers. While the first group should be administrators currently in service, an expansion to preservice training is urgent as a subsequent stage.

Agencies or Institutions that Should Be Involved

The local program initiative and legal authority should rest with the local education agency or consortium of local education agencies. These local education agencies would be expected to contract with other agencies including universities, research institutions, and others for special aspects of the program depending upon program design and objectives and the availability of appropriate resources in the participating institutions.

The Selection of Local Education Agencies to Participate

Other than through the broad criteria of enrollment characteristics local education agencies should be selected, upon application, within the fiscal limitation of the total program on the basis of demonstrated willing-

ness to explore and undertake planned change efforts; presence of a planning and development capability or the readiness to develop such a capability; the accessibility of institutional resources needed in carrying out the program; potential for impact both within the system and in other school systems; ability to give assurances under current legislative and regulatory requirements; the commitment of the system's top administration to the purposes of the program.

The Motivation to Participate

The inclination of local education agency officials to participate in the program will be increased in proportion to the simplicity, clarity, and directness of involvement procedures. Complicated unwieldy requirements for sign off by agencies with little or no involvement in the program will discourage local schools' participation.

The prospect of significant, relatively early increase in the effectiveness of school personnel is probably the most meaningful inducement--particularly in these times when schools are faced with demands for greater productivity and accountability, and with tightening financial circumstances.

The more specific the projected program results, the more likely are school officials to react favorably--even enthusiastically.

Funding Considerations

Another aspect of the motivation for local education agencies to participate in the program of school reform is related to funding. Reasonable assurance of availability of funding beyond initial stages is a factor that local education agencies will consider in becoming involved in the program. Financial support for a minimum of 5 years is essential for the proper development, implementation, and evaluation of a useful project in school reform. Such a time frame would allow for training cycles, for refinement of training, and for the development of peer directed training arrangements--a multiplier approach.

Most school districts do not now have large proportions of their budgets available for reallocation. Consequently they will be encouraged to cooperate if no requirement for budgetary reallocation is included.

Need for Technical Assistance, Particularly in Early Stages

Many local education agencies will need technical assistance in the planning and program development processes. Needs assessment, program specifi-

cation development, and program documentation and evaluation techniques are areas of particular need. Provision for effective technical assistance to local program planners at their option would be a logical early step in the national program.

Monitoring the Program--Nationally

There should be established an Advisory Committee on School Improvement and Reform whose purpose would be to advise officials in the U.S. Office of Education on matters related to safeguarding the integrity of the program. A key concern of the group would be the prevention of "concept overload." (There is a tendency to attempt to attach to attractive concepts and programs added goals, thrusts, and dimensions which may be either incompatible with the original concept or diversionary in effect.) The committee suggested here would be expected to include persons of such knowledge and skill that its efforts could be clearly focused on making recommendations for the prevention of dilution and diversion of the program.

The committee membership should be representative of the constituencies most directly affected by program: school administrators, board of education members, specialists in the disciplines, teachers, educational personnel trainers, parents, students, as well as representatives of the public.

A plan for determining status and progress of the program should be devised with the advice of the committee. The plan should feature the development of accurate description and documentation techniques. It should avoid the trap of the quantification syndrome while giving special attention to qualitative aspects. It should be related to the realities of school operation, and its methodology should not determine program content or emphasis. It should be a supportive rather than a controlling aspect of the total national effort.

Monitoring the Program--Locally

At the local level the responsibility and authority for carrying out the program should rest with the local board of education--not a new parallel structure established for the direction and control of this program. In its operation the program should feature a participatory process for providing information in decisionmaking. The kinds of participation should be consistent with program goals, and participation should be a means to program goal attainment rather than an end in itself. Cumbersome, complicated governance and management processes would be duplicative, costly, and inefficient.

III. THE FOCUS OF EDUCATIONAL REFORM

Why Reform Is Needed

In this Nation schooling is viewed by citizens generally as one of the most important functions of government if not the single most important. Americans as a people manifest great faith in the efficacy of the school as a vehicle for personal, social, economic, and civic mobility. To a great extent this faith has been justified, as indicated by such conditions as the following: economic mobility attributable to educational attainment, high levels of literacy among the general population, the record high proportion of children and youth enrolled in school, and the overall achievement rates of current students.

However, it might be said the school stands indicted by its success, for the personal, social, and economic advances that are attributed to schooling have been spread unevenly among the population in spite of a long-standing commitment, in the abstract at least, to equal access to educational opportunity.

As literacy rates have risen, though unevenly, and as popular awareness of the benefits of the "good life" has increased, the role assigned educational institutions has been modified and expanded. In earlier times the American school was expected to make opportunity available for the intellectual and, to some degree, the moral development of children and youth. The responsibility for scholastic achievement was considered to rest with the individual pupil. Increasingly though, an individual's school achievement is not only being attributed to the school as an institution, but there are appearing suggestions and demands that the school be held accountable for pupils' learning or the lack thereof.

Moreover, today's school faces the relatively new expectation that it redeem the ideal of equal access to opportunity. The school is expected to serve effectively all children and youth and serve them longer. It is expected that it will demonstrate in practice the commitment not only to equality of access but also to parity in benefits.

In addition, the school's role is no longer limited to the intellectual development of its pupils but also includes serving in large measure some of their personal needs and providing specific occupational and civic training.

The expanded role of the school is not likely soon to be reduced. This is true in part because of the intricacy of the relationships and role-sharing among schools and other agencies as well as the public financial commitment in facilities and other resources that are considered part of the schools and schooling. The inseparability of the school's instructional functions from others that it has acquired by the accretive process is obvious.

Entailed in this enlarged expectation is the duty of the school to recognize such problems as denied opportunity, enforced isolation, increasing personal uselessness, unemployability, mistrust, unrest, and cultural, racial, and ethnic polarization. In this context, it is the obligation of the school to equip learners with the acuity of discernment needed to identify these problems and others, with the knowledge and skill necessary to participate effectively in problemsolving, and with the self-confidence required to attempt the solutions.

Few schools are able to discharge with optimum effectiveness the role of personal, social, economic, and civic enabler. Enhancing that institutional capability for all schools should be the aim of a program of school reform.

In addition to those whose economic poverty would justify reform efforts in their schools, we would include those whose access to educational opportunity and its benefits is hindered because of inadequate provision for the education of the handicapped. In this connection, our concern is especially with those whose disabilities are less obvious--the emotionally, mentally, or neurologically handicapped--and therefore less likely to be identified and diagnosed. In general, school and other educational opportunities are available (admittedly of uneven quality) for the orthopedically, visually, and aurally disabled.

Not only is school reform necessitated by the depressed achievement of particular groups of pupils, it is also made necessary by such factors as expanding technology and the resultant possibilities for its use in schools as well as the consequent changes in work; the growth and refinement of the subject matter to be dealt with; the expansion of knowledge about human growth, development and learning potential; more stringent requirements in qualifications for entry employment; rising levels of literacy and educational attainment in other countries; the pressure of denied and formerly overlooked groups for equitable inclusion in the benefits of the society; the increased availability of "cultural" goods and services; expanded options for the use of time.

These and other factors make it not just desirable, but essential, that our schools become more effective in their role as the chief partner of the family in the socialization of children and youth.

Barriers to Educational Attainment

Schools are prevented from performing at the optimal level of effectiveness by the existence of structural, operation, and contextual factors which are identifiable as significant barriers to the attainment of that effective-

ness. These impediments are encountered in varying degrees throughout the country.

Listed below are a number of such barriers which in our judgment must be eliminated or greatly reduced if the national commitment to full and equitable access to educational opportunity and participation in its benefits is to become meaningful.

1. Preoccupation by many educators and a sizable part of the general public with the maintenance and/or expansion of present educational activities, with inadequate attention to qualitative considerations.

2. Inordinate attention to operational efficiency at the expense of concern for programmatic effectiveness.

3. Inadequate research, development, and evaluation processes.

4. Emergence of power centers in and surrounding education and the consumptive use of energies in the promotion and maintenance of the interests of various power groups--e.g., employee organizations, advocacy groups.

5. Bureaucratic structural features which either discourage or fail to encourage creativity on the part of individuals and the organization.

6. Inadequate dissemination of the evolving body of pertinent knowledge and skills.

7. Reluctance to apply new knowledge and skills which have been developed.

8. Systems of rewards, incentives and punishment which limit or discourage creativity and exploration by students, teachers, or administrators.

9. Rigidities in the organization and sequential relations of educational activities and programs, which limit student options.

10. Lack of comprehensiveness in the educational planning and delivery mechanism.

11. Laws and regulations which are inconsistent with sound educational practice.

12. Use of time and scheduling procedures in consideration of admin-

istrative expediency rather than to facilitate learning and teaching.

13. Restricted participation in the decisionmaking process.

14. Too narrow views of schooling and education, often resulting in the encapsulation of the school's concerns within its physical structure and limited operating time, with attention concentrated too heavily upon the formal teaching program.

15. Deficiencies in the preparation, credentialling, selection, placement, and compensation of educational personnel.

16. Fragmented use of educational and related welfare resources through separate and often competing planning and delivery systems.

17. Limited personal interaction among and between students, teachers, administrators.

18. Inadequate resources to implement comprehensive programs.

19. Inequitable distribution and availability of financial support of education.

20. Limitation on the use of the full range of the available competencies through discriminatory policies and practices based on sex and race.

The Goal of Educational Improvement and Reform: Institutional Viability

Educational reform which will result in lasting improvement does not mean the random installation of isolated programs in school systems. It should be, rather, a rational thrust involving a planned process which would utilize existing community resources augmented by Federal assistance to address local and national priorities for improving educational systems through eliminating, where possible, or significantly reducing the impact of barriers such as those listed above.

While improvement and reform must be a national thrust, it must be carried out in schools within local education agencies. The key target of planned educational change is the individual school supported by a school system with a conscious, deliberate goal of institutional viability as demonstrated by pupils' learning success.

It would be useful to this discussion to distinguish among three terms: change, improvement and reform.

Change is the most basic of the three and is implicit in the other two. Change means alteration or modification, replacing one thing for another or adding or deleting some feature or component. It does not necessarily imply making the object of the change act either better or worse. To say that a person, a thing, or organization has been changed is simply to indicate that it has become different in some way.

Improvement refers to a change that makes the object of the alteration or modification better. It may mean the substitution of a more effective component or procedure or set for one of lesser efficacy. Improvement may be thought of as a possible, though not necessary, result of change.

The concept of planned change is often seen as synonymous with improvement efforts. "Educational improvement means change, and the change must be planned--not random. One must accept on faith that this change will be positive and will bring growth, not regression; enrichment of our institutions, not loss of social and moral values through a self-defeating process; and inventive, meaningful changes, not change of its own sake."[1]

Reform entails broad change that increases the effectiveness of an institution while enhancing its viability, its likelihood of continued success. In the institutional change spectrum, reform is of an order beyond improvement which implies the implementation of change that increases the effectiveness of the institution in the present. Reform goes beyond the present and aims at systemic improvement involving the development of an institutional regenerative capacity and disposition.

Reform in this sense may be viewed as similar to organization renewal as that term is defined by Lippitt.

"The process of initiating, creating, and confronting needed change so as to make it possible for organizations to become or remain viable, to adapt to new conditions, to solve problems, to learn from experience, and to move toward greater organizational maturity."[2]

Although we seek improvement in the present, our greater interest is in creating and establishing the conditions which are likely to engender and support continued success. Schools can neither afford to perpetuate endlessly what they now do nor to disrupt completely their present efforts at instruction while engaging in a process of change.

Institutional viability in schools entails the ability simultaneously to carry out a defensible comprehensive instructional program while identifying and assessing the need for change within it and implementing appropriate changes with minimum disruption to the on-going efforts

in learning and instruction.

Some Characteristics of the "Regenerative" American School System

1. The capacity and the inclination for continuous goal examination in the light of social, economic, and political exigencies and in consideration of an expanding knowledge base.

2. A willingness and the ability not just to tolerate but to dignify cultural pluralism.

3. An instructional program which takes into account the variable learning needs and styles of pupils so that learning experiences can be customized for pupils.

4. The provision for choices by students among various curricular emphases so that the student's transition from school to higher education or to employment will be facilitated as a result of adequate preparation for that career step. Such curricular emphases and options should broaden rather than limit the student's choices.

5. Provision for communications which will include:

   a. Effective and rapid methods of disseminating pertinent information throughout local school systems and among school systems.

   b. Effective means of reporting on school progress and problems to the affected constituencies.

   c. Effective means of gauging constituent sentiment regarding educational programs, activities, and problems.

   d. Effective means of information interchange between the school system and its constituencies.

6. An adequate research and development capacity supported by policy commitment.

7. A capacity to identify accurately the evolving needs of society in order to assist students in relating their interests, aptitudes, and abilities to such needs as one basis for career choices and planning.

8. Easy access by school staff to information about national and international as well as local and regional educational developments.

9. Decisionmaking processes which recognize the rights of affected

constituents to have significant input and which, while avoiding the paralysis created by protracted discussion, will feature a variable structure reflecting the nature of decisions to be made, composition of the constituency with an interest in particular decisions, and the legal requirements and limitations involved in the matters under consideration.

10. Provision for the identification of personnel training needs.

11. Provisions for the continuing training and orientation of inservice educational personnel utilizing the resources of schools, colleges and universities, and other community agencies in a collaborative relationship.

12. Ability to coordinate or integrate where appropriate school programs with those of other government and community agencies.

13. Clearly defined accountability criteria and procedures mutually acceptable to educational personnel, the clients of schools, and other appropriate authorities.

14. An adequate financial base.

15. An organizational and governance structure which will promote and nurture change.

Aspects of School and Schooling That Must Be Reformed

Certain factors in schooling must be dealt with at some point in any attempt to improve education. Among them are (1) staffing of schools; (2) organizational structure, governance, and management; (3) educational planning and development; (4) the decisionmaking process; (5) communication and dissemination of information.

Consideration of these factors in school operation must involve attention to the contexts in which the school operates: the school as a unit, the school in the education hierarchy, the school in its social and political setting.

The Task Force has dealt with the school's instructional program as a factor in school improvement and reform by concentrating on those aspects of schooling which facilitate the development and implementation of the formal and informal instructional program.

Our main concern has been the delivery system--the processes and organizational features which support the substantive aspects of schooling.

The great difficulty of separating the various facets of school organization involved in school improvement and reform is obvious to any informed observer. Such a separation is useful, however, for conceptualizing and describing various processes. Hence, in the interest of clarity, we discuss them separately. In actual practice the processes are interrelated and sometimes blended.

Staffing

School staffs have traditionally been categorized in one of several ways: e.g., professional and nonprofessional; instructional, noninstructional, administrative; certificated, noncertificated; instructional, supportive, custodial and clerical, administrative. Accompanying such classifications has been the idea of hierarchy and of sharp separation of function, particularly with reference to relationships between staff and pupils.

In addition to efforts to classify school staff members who are assigned to particular schools, there has been the matter of staff members stationed in central offices and their relationships with local school staffs. It may well be that preoccupation within the school enterprise with establishing, maintaining, and safeguarding staff patterns has consumed an inordinate amount of time and energy--inputs which might more appropriately have been directed to the facilitation of pupil learning.

In the regenerative school, the question of staff membership, interactions, and functions is continuously open, depending upon cues from the on-going needs assessment--formal and informal--and upon the resources available both through the formal institutional channels and within the community at large outside the school establishment.

The pursuit of school viability will lead to serious examination of credentialling processes--who may instruct; of selection procedures--who will instruct; of placement--who will be taught by whom; of system of rewards and sanctions--how will successful instruction be identified and encouraged.

It is clear that licensing restrictions deprive America's children and youth of meaningful learning opportunities through planned organized association with the vast array of talent available among practitioners in the arts, in business, commerce, the skilled trades, the professions, and in public service.

Such issues are, of course, not yet conclusively resolved. Answers will be tentative and context-related and should be based upon the instruction goals and objectives of not just education on a national scale, but in a more refined way, those of the schools in a particular system and of individual schools.

New, more inclusive, less defensive, and less status-bound concepts of school staff need to be formulated. Just as the total community should become the school campus to the maximum feasible extent, the faculty of the school should include the collective human talents of the total community.

The ingenuity and skill required to tap this talent pool will need to be developed. This will require special training for school management personnel.

The chart below represents a listing of areas of concern related to staffing.

STAFFING AND RELATED CONCERNS

In the School As a Unit	At the School District Level	As the School Relates to its Social and Political Setting
	Allocation of Resources for Staffing	Securing Resources for Staffing
Principal's Role in Hiring and Firing	Hiring and Firing	Interpretation of Staffing Policies
Staffing Pattern	Staff Allocation	
Individual Competence and Evaluation	Evaluation Procedures	
Attendance	Attendance Requirements	Identifying and Gauging Community Attitudes
Staff Relations and Morale	Staff Relations and Morale	
Status and Welfare	Provision of Employee Benefits	
Inservice Training	Inservice Training	
Substitute Service	Substitute Service	
Labor Management Relations	Labor Management Relations	Impact of Labor Management Relations (Strikes, etc.)
	Board of Education Policy Implementation	Identifying and Influencing Community Values
Power Blocs and Cliques	Power Blocs	Power Blocs
Court Decisions	Court Decisions	The Media
		Relations with other Government Levels and Agencies
		Relations with Professional and Civic Bodies

Particular concerns of administrators and supervisors with respect to staffing include the following:

a. Performance of the staff.
b. Supervisory support for staff.
c. Inservice development provisions.
d. Morale.
e. Reorganization.
f. Status and welfare matters.

School improvement and reform concern change in schools. Change in schools is change in people--change in their individual behavior and change in the many interpersonal relationships that characterize the school as a social system. Educational reform at any level is dependent ultimately upon the effective performance and competence of those who perform the instructional tasks.

Organizational Structure, Governance, and Management

Organizational structure consists of the sytem of relationships through which the work of the institution is carried out. Management comprises the processes which energize the institution.

The general areas of concern in regard to school organizational structure and management are indicated in the outline below.

I. At the School Building Level

A. The principal's relationship to administrative staff, teaching staff, students, and other personnel.

B. The principal's relationship to central office administration, including where appropriate regional and service districts.

C. The principal's relationship to community leaders, advisory committees, parents, and other local agencies.

II. At the School District Level

A. The superintendent's relationship to central and regional administrative staff.

B. The superintendent's relationship to school principals.

C. The superintendent's relationship to the school

board, city agencies, leaders, community spokesmen.

III. At the School District Governance Level

A. The school board members' relationship to the superintendent and staff.

B. The board members' relationship to the total community, advisory committees, other agencies.

C. The local school system management team's relationship to State and Federal officials and programs.

Consideration of planning, development, and decisionmaking is directly related to organizational structure.

Management means working with and through people to accomplish organizational goals. In this regard it is a special kind of leadership since leadership, more broadly conceived, does not necessarily focus efforts on organizational goals but in a more neutral sense simply on the attainment of goals in particular situations.[3]

The management processes are social and technical in that they involve responsibility not only for the guidance, integration, motivation, and supervision of the other personnel of the organization but also for judgment regarding the procurement, allocation, and retention of nonpersonnel resources--both types of responsibility being carried out in pursuit of the organization's goals.[4]

Those responsible for the operation of any organization are confronted on a continuing basis with several questions: What is to be done; for whom; by whom; in what specialized ways; through what means, materials, and equipment; when and where; with what desired results; at what cost; how are progress and problems to be determined?[5]

Several terms have been used historically in naming the various functions of management. One study identified 20 such terms: planning, organizing, commanding, conducting, controlling, staffing, directing, reporting, budgeting, assembling resources, allocating resources, stimulating, evaluating, decisionmaking, communicating, influencing, programing, appraising, leading, and measuring.[6] Many, of course, are variable ways of naming the same functions. It is not our purpose here to settle the issue of appropriate names for the functions of management. Our approach is rather to attempt to identify the activities which must be carried out in a viable school and school system.

One concern which from time to time arises in discussing school administration or management is the matter of school governance--the role, pur-

pose and functions of boards of education vis-à-vis the work of school employees, particularly administrative officers.

Much effort and time have been consumed in attempting to establish and confirm in practice a sharp dichotomy between policy formulation and administration. It seems clear that a precise line of demarcation is extremely difficult, if not impossible, to set.

The most pervasive criterion for appropriateness in board-administration relationships seems to be the directness of the board's involvement in the details of planning, organizing, staffing, budgeting, directing, and controlling the programs and affairs of the school. In application, the following are appropriate guidelines:

1. The board of education as a body is accountable for the establishment of general policies and for setting the broad general goals of the system consistent with applicable law.

2. The board is responsible for the employment of the chief executive and for evaluating his effectiveness.

3. The board has a clearly accessible structure for the input of various constituencies in policy formulation.

4. The board looks specifically to the chief executive and his staff for information, advice, consultation in policy formulation.

5. A board member individually speaks or acts with official authority only when participating in a statutory board of education session.

6. Overseeing the determination and implementation of specifics and details of school operations is viewed as the responsibility of school administrators.

Rather than attempting to present a detailed description of "the ideal" organization for schools and school systems, our approach is to identify characteristics of the organization which in our judgment are indicative of institutional viability.

The structure, governance, and management of the viable school system will be characterized by the following:

- Openness--obvious access by interested constituencies

- Clarity of internal and external relationships (board to administration; system to public; administration to staff;

school to school; negotiating and bargaining procedures) among lines of administration.

- Administrative teaming
- Structural flatness--as few hierarchial levels of authority as practicable
- Decentralization of decisionmaking
- Clearly identifiable association of authority with responsibility
- Provision for the planning, development, and evaluation functions.

Educational Planning and Development

Quite probably no aspect of school functioning has been more neglected than planning and development. This is true not only in educational institutions but in other types of organizations as well. The need for improved planning becomes more acute as we come to understand the plethoric and complex nature of the expectations of schools and the demands upon them, the limitations of resources, the availability of knowledge, information and technology, the interrelatedness of school and other educative agencies and influences. Proper planning involves focused searching for alternatives, the accumulation of appropriate information, and the evolving of reasonable objectives.

Sound planning which is characterized by definite, clearly stated objectives, flexibility, integration, economy, and relevancy results in the making of decisions reasonably capable of being translated into defensible, productive action.

Other organizational functions become more precise and efficient when they are based on proper planning.

While planning is related to the overall functioning of the organization, in our case the school and the school system development concerns the formulation of solutions to particular operating problems or needs and classes of problems or needs. In schools we talk about curriculum development, staff development, program development, etc. In such references we mean the application in some combination of various ones of the processes of invention, design, demonstration, screening, testing, adaptation, adoption, modeling, installation, assimilation, accrediting, training, documentation, orientation, evaluation.

Planning and development are school functions which should involve in appropriate ways not only school staff members but students, parents, other

citizens, consultant specialists.

The regenerative school system has, or is disposed to seek, the capacity and the skill necessary for carrying out planning and development activities on a scale and with such consistency as are probably not now found in any American school system.

The Decisionmaking Process

Decisionmaking involves reaching judgments about persons, events, materials, and ideas and choosing among alternative courses of action.

How decisions are made in organizations is determined by the structure of the organization, the hierarchial arrangements, the distribution of authority and responsibility, and the skill of those involved in the decisionmaking process.

Decisionmaking is at the heart of the administration of schools; faulty decisionmaking will result in inappropriate goals, inconsistent objectives, and illogical action choices.

The credibility level of school decisions will be related to the degree of participation in the process by affected constituencies. In this connection we support a concept of parity in decisionmaking. In practice it is recognized that different educational decisions require different input from different sources. Parity in decisionmaking is situationally determined and the kind and degree of participation in the process should reflect the program content, the nature of decisions to be made, the number and variety of constituencies with an interest in particular decisions, the time frame, and the legal requirements involved.

The regenerative school features decisionmaking processes and structures which demonstrate respect for the opinions of the clients of the school; flexibility; a high order of organizational and analytical skill; a spread of authority and responsibility that will not only permit but encourage decision-making at various appropriate points; reasonable appeal procedures.[7]

Communication and Dissemination of Information

A decision having been made is only useful when it reaches those whose future decisions and actions are affected by it. This is the purpose of communication--the exchange of information among the people associated with an institution--its employees and policy makers, and between the institution and its clientele.

Decisionmaking and communication are clearly the linking devices connecting the various parts of an organization as well as interrelating its functions.[8] The success, effectiveness, and efficiency of an institution

are determined very largely by the quality of its decisionmaking and its communications networks and the relation between the two.

The dissemination of information is often confused in school operations with the whole of the communication process. Dissemination is essentially a one-dimensional process involving the spreading or distribution of information (administrative bulletins, newsletters, directives; releases to the media; issuance of status and other types of reports; broadcasts, announcements, etc.).

Dissemination has been accomplished when information has been sent. Communication, on the other hand, has taken place only when information has been sent, in whatever form, and when its meaning and intent are understood by those to whom it is sent.

Communication may flow within an organization vertically (up and down), horizontally, and diagonally as well as into and outward from the organization. The channels may be formally organized or informal in nature. In any event, the key is comprehension by the receiver of the information.[9]

The cruciality of effective communication to the success of an institution makes it particularly significant that leaders in schools and school systems identify and remove communication barriers.

Among the barriers to communication are the following--over-bureaucratization of the organization (including elaborate and complex channels); overextended lines of communication; status differences, cultural differences, and social differences, both actual and perceived, within units and between levels; language, including but not limited to jargon, especially in such areas as research and evaluation and fiscal procedures; complacency and resistance to change; unclear institutional objectives; role confusions; deficiency in training among employees generally; deficiencies in communication skill of those in leadership positions; inadequate physical equipment and arrangements; community social and political climate.

Preventing and removing barriers to communication involve deliberate attention to factors such as those listed above and a continuing effort to establish and maintain conditions which will encourage and support open communication. Such conditions include uncomplicated feedback mechanisms, administrative response capability which assures one of response from a superordinate; understanding on the part of administrators of the psychosociological factors in communication; clarification of the initiating responsibility for effective communication between the institution and its constituencies; a clearly perceptible parity relationship between and among various constituencies and the school; continuing evaluation of the communication mechanisms, forms, and content; provision of necessary staff and equipment to carry out communication functions; insistence on use of direct, simple, and standard language geared specifically to the under-

standing of the intended receiver of the message; reducing to the essential minimum the varieties and frequencies of directives; training of staff, particularly administrators, in such processes as interfacing and community analysis.

The regenerative school or school system is one characterized by open communication, where the various parties in the operation see themselves and each other as full and equal partners in the enterprise, working together in differentiated roles to achieve its goals.

In the regenerative school inquiries, requests for information and suggestions are not necessarily decreased either in numbers, variety of sources, or frequency. In fact, an indication of successful communication may well be increases. Most certainly, though, an index of successful communication will be rising levels both of preciseness in the content of inquiries and suggestions and of appropriateness of the decision and authority points in the school to which they are directed.

It becomes clearer that the school as a socio-technical system, in order to become and remain viable, must be organizationally mature. That is, in its role as a basic contributor to the social good it must be adaptable and dynamic in its outlook, seeking new and more effective ways to serve its clientele. It must reflect concern for the personal well-being of people it serves as well as for helping them to adjust to technological change.

In fact, the school has a key responsibility in equipping learners not only to cope with but to make constructive use of technology.

In addition, the growing sophistication and assurance in behavioral science concepts and knowledge make it unnecessary for the schools to cling unquestioningly to operational tactics and relationship patterns that demonstrably are no longer serviceable.

The mature organization faces the key issue of where and how to change. One feature of maturity is the ability to avoid the diffusion of energy and to set and observe priority in action targets.[10]

The school that attempts to change all or most aspects of its structure and operation simultaneously invites nonsuccess and an accompanying inability to identify or assess the causes of deferred achievement and failure.

It is our judgment that the reform of American education and the consequent greater effectiveness of our schools would most profitably proceed if the thrust directed attention to the various facets of education and schooling in an orderly, probably sequential, fashion.

It is our judgment, furthermore, that effective management, the set of processes that energize an organization, is the most logical first priority goal. By effective management we mean the humane application of the body of skills through which the leadership of an organization works with and through the people who make up the organization to attain the legitimate goals of the organization in ways and through means that enable the members to get a sense of belonging, of emotional security, of approval, and of personal achievement.[11]

While it is possible to initiate a successful reform process in schools at any one of a number of points, it is our opinion, supported we believe by the weight of evidence, that the most crucial point at which to initiate the reform process in schools is at the locus of leadership.[12]

The success of any educational change or reform strategy is directly related to the skills and the commitment of school administrators to the stra-

tegy. Most changes in schools occur either through administrator initiative or at the very least through administrator legitimation. Very few changes of any significance can take place without in some way involving the school administrator. Since the unit where the most productive change efforts can be carried out is the individual school, the local school administrator, the principal, and his functioning constitute the highest priority target as an entry point in educational reform.

Change in the school administrator's functioning may be facilitated to some degree by organizational and structural change. Lasting improvement in the administrator's effectiveness, we believe, will be accomplished chiefly through well-planned continuing training.

We believe that the refinement of competencies in the three kinds of skills identified by Katz and explicated with reference to school leadership by others is needed.

- Technical skill--applicable knowledge of and proficiency in using the tools and techniques of administration.

- Human skill--as contrasted with technical skill--the ability to work effectively as a group member and group leader.

- Conceptual skill--ability to see the organization as a whole, to understand and communicate to others the relationship between parts and their relationship to the whole--to comprehend the place of the school in the social political and economic order of things.[13]

Another listing of the skills and abilities required for effective leadership with special reference to achieving organizational effectiveness is as follows:

1. Interpersonal competence

2. Problem solving knowledge and skills

3. Skills in goal setting

4. Skills in planning

5. Understanding of the processes of change and changing

6. Skills in system diagnosis[14]

7. Communication skills.

The fields from which competency in such skills is evolved include social

psychology, urban and rural sociology, political science, cultural anthropology, organizational theory, management theory, economics. communications, and learning theory.

Special attention in the training and retraining of school administrators should be directed to the impact of poverty on education and schooling, group dynamics, management processes, the evolving legal framework of school administration, community organization, labor-management relations, public finance, social welfare legislation, history and other aspects of the development of and status of cultural and ethnic minorities.

The question of how to organize the training and retraining of school administrators requires further consideration and greater detailing than this present work affords. We regard it as our responsibility at this point to identify the need and urge that provision be made for meeting the need. The precise content and organization of a school administrator training program should be situationally determined at the local level.

We feel strongly that the traditional courses and credit format has not been effective. We recommend the maxim "form should follow function" as a basic touchstone in designing the program.

We believe further that the program should be demonstrably competency related and, to the extent possible, individually paced.

We believe that the initiating responsibility for such programs should rest with officials of local education agencies, separately or in consortial arrangement.

Education and Cultural Pluralism

In the interest of improvement in American education we call attention at this point of climax in our work as a task force to the pluralistic nature of the American population.

Cultural pluralism is a fact in American life. It is illustrated most vividly in our urban centers, where the many cultures in the society come into confrontation with each other. Whether the confrontation will be peaceful or otherwise is in large measure dependent on the school's acceptance of and valuing of cultural pluralism. One very important way in which a school system can demonstrate its endorsement of multicultural dignity is in its staffing. In recent years urban school systems have begun to make opportunities available for leadership roles for members of various racial minority groups and women. The numbers and proportions do not yet approach equity. Clearly there is needed an affirmative action thrust to locate, recruit, train, and place in positions of school leadership more

representatives of various minority groups, particularly racial minorities and women. School reform should include such an effort in its beginning.

We call attention particularly in this regard to the often callous, sometimes illegal, and in most instances professionally indefensible, displacement of black school administrators in certain sections of the country in recent years. Here is a talent pool now deliberately underused or misused. Even laying aside, though it is, of course, not possible to do so, considerations of justice, this Nation can ill afford economically the waste of the capabilities of the hundreds of such persons. We recommend therefore a concentrated effort to identify and locate such individuals and include them especially in training and retraining programs envisioned in our approach to school improvement and reform, and communicate their availability to school systems genuinely committed to equal opportunity.

V. A PARTING WORD

The members of this task force believe that school improvement and reform are possible. We believe that efforts to initiate a program of improvement and reform are timely. We believe that such a program should have as its first priority the refinement of the skills of school leaders in relation to the context in which they function. Such a start will lead to greater planned change--improvement--than will other scattered target approaches such as an ostensibly comprehensive program inadequately developed and poorly financed.

We firmly believe that training and continuing education will make a substantial difference provided the training is concentrated on the development of demonstrably required competencies related to the tasks to be done, the major task among them being the mobilization and development of the human and institutional capabilities which constitute the school's major resource in ways that are clearly responsive to pupils' needs.

Our goal is the viable school, the striving school, one with the institutional maturity that will enable it to have sufficient built-in barometers for gauging the need for change and an adequate capacity to develop and install appropriate changes. Such a school is one that has overcome the impediment of the endemic rejection mechanism that resists change.

Our hope is in the aftermath of the current confrontations of educational ideas. For we are persuaded that the good judgment of school and other educational personnel will prevail. In the interest of millions of American children and youth such a hope is an article of profound faith in whose fruition our best professional efforts shall be engaged.

Our Nation is approaching the bicentennial observance of its independence. The year 1976 is an appropriate target date for this Nation to have in operation a wide-ranging program of educational reform. We believe that as the viability of America's schools is enhanced, we will in direct proportion witness the unfolding of the full splendor and awesome power embodied in the unpretentiously phrased concept, "We, the People of the United States of America."

NOTES

[1] Harbans Singh Bhola, "The Need for Planned Change in Education," Theory into Practice, 5:10; February, 1966.

[2] Gordon L. Lippitt, Organizational Renewal: Achieving Viability in a Changing World (New York: Appleton-Century Crofts, 1969), p. 1.

[3] Paul Hersey and Kenneth H. Blanchard, Management of Organizational Behavior: Utilizing Human Resources (Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1969), p. 4.

[4] Theodore Haimann and William G. Scott, Management in the Modern Organization (Boston: Houghton Mifflin Company, 1970), p. 7. See also E. F. L. Breck, Management, Its Nature and Significance (London: Sir Isaac Pitman and Sons, Ltd.), p. 17.

[5] Stephen J. Knezevich, Administration of Public Education (2d ed.; New York: Harper and Row Publishers, 1969), p. 27.

[6] Ibid., p. 28.

[7] Haimann and Scott, op. cit., p. 117.

[8] Ibid., p. 53.

[9] Ibid., pp. 72-79

[10] Lippitt, op. cit., pp. 29-41.

[11] Ordway Tead, The Art of Administration (New York: McGraw-Hill Book Company, Inc., 1951), pp. 136-37.

[12] Seymour B. Sarason, The Culture of the Public School and the Problem of Change (Boston: Allyn and Bacon, Inc., 1971), pp. 110-111.

[13] Robert L. Katz, "Skills of An Effective Administrator," Harvard Business Review, January-February, 1955, pp. 33-42.

[14] Richard Beckhard, Organization Development: Strategies and Models (Reading, Massachusetts: Addison-Wesley Publishing Company, 1969), p. 9.

page 34 blank

APPENDIX A

TASK FORCE STATEMENT ON PARITY

We maintain as a firm statement of principle that PARITY be an integral part of any educational renewal or reform effort, for we believe that parity in educational decisionmaking facilitates better educational programs for children. The principle of parity should particularly govern the use of USOE discretionary monies since OE is irrevocably committed to fostering only the best educational programs.

PARITY, in this context, means the guarantee of the right of all constituents to significant influence in the educational renewal process in all phases of that process from initial planning through all implementation and assessment of educational programs.

In educational reform efforts, the principle of parity requires decisionmaking structures which enable all appropriate people to have significant input into decisions:

> We understand that parity requires that such persons will be involved in policy deliberations.

We understand that PARITY means the opposite of authoritarian decisionmaking--nationally or locally. Parity means the democratization of decisionmaking for educational programs--nationally and locally. As in all democratic structures, parity in educational decisionmaking recognizes the reality and validity of conflict and controversy; parity requires arenas and procedures in which conflicts can surface and be constructively continued or resolved.

We understand that, in practice, different educational decisions require different input from different sources. It would be presumptuous of any task force or any legislature to dictate decisionmaking models in which parity would operate. Parity structures must grow from each decision-situation itself and should reflect the program, the decisions to be made, the constituencies with an interest in those decisions, etc.

Although specific structures for parity decisionmaking cannot be dictated, it should be clear to any informed observer when parity does not operate in a program:

- -- when program policy decisions are made only by professional staff;
- -- when committees, hearings, advice (or the like) do not have apparent importance in decisionmaking;
- - when constituents express and explain their powerlessness over program operations.

-- July 21, 1972

p 36 blank

APPENDIX B

EDUCATIONAL ADMINISTRATION AND REFORM IN AMERICAN SCHOOLS

Samuel Goldman

At our meeting in July I was asked to prepare a statement on the relationship between the school administrator and the change process in the schools. In dealing with this I was led to some other thoughts which I should like to share with you on

a) some themes we should consider within the context of reform for our schools and

b) some skills which I believe school administrators need if they are to be a positive force in the reform process.

Let me begin with a conclusion. The success of any change or reform strategy is directly related to the skills and the commitments of school administrators to this strategy. Most changes in the schools occur either through administrator initiative or at the very least through administrator legitimation. Very few changes of any significance can take place without, in some way, involving the school administrator. Later in this statement I will present evidence to support this conclusion.

The Focus of Reform

The cry for change in our schools has reached such deafening proportions as to make educational reform an imperative of our time--if not for all time. Indeed, it may well be said that schooling and change have become so integrally and powerfully related that in a dynamic society the need for change in our schools can never diminish.

The issue we face then is not "Should schools change?" but rather "What kind of changes are needed and how can they best be brought about?" Toffler in his book Future Shock underscores both.

> Our Schools face backward toward a dying system rather than forward to the emerging new society. Their vast energies are applied to cranking out Industrial Men--people tooled for survival in a system that will be dead before they are. (p. 354)
>
> ***
>
> ...little is actually known about adaptivity, either by those who call for and create vast changes in our society or by those who supposedly prepare us to cope with those changes. Earnest intellectuals talk bravely about "education for change" or "preparing people for the future." But we know virtually nothing about how to do it.(p.4)

Thus there must be two focuses for reform strategies--substance (What kinds of changes?) and process (How do you bring about change?).

The Substantive Focus

At our UCEA meeting in Atlantic City last February, I heard an official of the National Institute of Education describe four broad areas being considered as guiding themes for NIE. They are:

1. Access to the benefits of schooling--refers not only to providing equal access to schooling but more importantly it is concerned with assuring that everyone enjoys a high quality of learning.

2. Governance--refers to alternatives modes of decisionmaking with respect to schools.

3. Productivity--refers to what people can get out of schooling in relation to the level of support they provide.

4. The teaching-learning environment--refers to the quality of the opportunities provided for teaching and learning.

There are probably a whole host of themes that one could add. But at the very least the preceding four themes offer a great challenge to any who wish to design alternatives for schooling.

The Process Focus

I would suggest that reform should be viewed as a systematic process (1) for upgrading skills, (2) creating and recreating existing learning-teaching environments, and (3) defining and implementing meaningful educational programs. When we speak of organizational change we speak of organizational renewal. When we speak of personal growth and development we speak of self-renewal. Both types of renewal are related--one defines the other.

The reform process then must be concerned with those forces which move an individual and those focuses in the organizational setting which surrounds him. The literature on change and organization development is rich in strategies for renewal process.

Pry-Points in the System

Discerning where one enters the system to begin the reform process is a little like trying to find the beginning of a circle. Anywhere that schooling takes place is a legitimate pry-point.

The research is very clear, however, in suggesting that one very crucial pry-point is the administrator.

1. Chesler (Theory Into Practice II Dec. 1963) found a high correlation between staff inventiveness and the school principal's support for innovative teaching.

2. Carlson (Adoption of Education Innovation 1965) found that the rate of acceptance of innovation depended upon:

a) characteristics of the superintendent

b) the manner in which the superintendent communicates with other superintendents and which superintendents he communicates with.

Carlson also found that innovative superintendents scored significantly higher on measures of professionalism and opinion leadership.

3. Hobbs (Theory Into Practice V Feb. 1966) and Beal and Bohlen (Adult Leadership XIII Sept. 1964) concluded that if a proposed change was perceived by opinion leaders as likely to disrupt their present relationships or jeopardize their position, it would be difficult to gain acceptance of the opinion leaders.

4. Gross and Herriot in a study of staff leadership in public schools found a positive relationship between "Executive Performance Leadership" exercised by school principals and teacher morale, professional performance, and pupil learning.

5. Almost all writers on change and organization development stress the need for support of top management.

One could continue this catalogue in support of the notion that administrators are very important to the change process. But the important question is not "Are administrators important to change?" but rather "How can administrators be helped to be more effective in leading the way to more effective schools?"

Skills that Are Needed

There are certain kinds of leadership skills and abilities that are more relevant than others for achieving organizational effectiveness. The following are taken from Richard Beckhard, Organization Development: Strategies and Models (Reading, Mass: Addison Wesley Publishing Co., 1969) pp. 40-42.

1. Interpersonal competence
2. Problem solving knowledge and skills
3. Skills in goal setting
4. Skills in planning
5. Understanding in processes of change and changing
6. Skills in system diagnosis.

Page 40 blank

APPENDIX C

DECENTRALIZATION VERSUS CENTRALIZED DECISIONMAKING

Jack C. Lyne

J. Frank Yeager

Louisville Public Schools

Many contemporary organizations are often run in a lockstep fashion seemingly more attuned to the time of William of Orange than to the 1970's. Decisions are made unilaterally by a tiny cadre of top level management and then referred to middle management for implementation--a process not unlike that of a feudal system. Such a system (with authority centralized at the top) tends to limit individual initiative and to narrow role expectations into a simple stimulus-response system geared to the successful completion of tasks handed down from the top of the organizational pyramid.

These type systems are all too frequently geared toward self-destruction by the very nature of their rigid, one-way structure. The dizzying rate of change often leaves top levels of management decidedly future-shocked and thoroughly out of touch with organizational realities at lower levels in the pyramid.

Carl Rogers succinctly summed up the dilemma faced by educational institutions similarly stunned by the dizzying pace of contemporary change:

> Man's greatest problem, at this point in our swiftly changing technological progress, concerns our ability to assimilate change. Educators seem to show greater resistance to change than do any other institutional group. A revolution in our schools is long overdue. It is ironic that alert industry now does more than do schools to free up communication among persons. But the most tragic trend is the increasing breakdown of communication between the privileged and the ghetto . . . it is not the hydrogen bomb, fearful as that may be. It is not the population explosion, though the consequences of that are awful to contemplate. It is instead a problem which is rarely mentioned or discussed. It is the question of how much change the human being can accept, absorb, and assimilate, and the rate at which he can take it. Can he keep up with the ever-increasing rate of technological change, or is there some point at which the human organism goes to pieces? Can he leave the static ways and static guidelines which have dominated all of his history and adopt the process ways, the continual changing which must be his if he is to survive?

But even after future shock stymies top level management in strict pyramidal organizations, lower level organizational members are hardly likely to rush to the fore to resuscitate the system, for after years of conditioning they understandably believe that their ideas will not be accepted in the rarefied atmosphere atop the pyramid. As a result, the creative process is stymied.

A system with authority heavily weighted at the top is liable to apply the few new ideas that seep through in the same lockstep manner, passing them down in a way that most behavioral researchers deem counterproductive; for in the end result, lower level workers are expected to carry out new ideas in the same detached, unquestioning manner demanded in implementing old ideas.

Many systems have made token progress in this field by establishing separate area or regional units, referring to this simple structural change as "decentralization." But this reorganization by itself does little more than pass decisionmaking to a secondary level. If decisionmaking is not passed on to those who must implement and those who are affected, the creative process will still remain stymied.

By contrast, an ideal decentralized system rests on a set of basic assumptions about the nature of man and organizations--assumptions grounded in behavioral science research. These assumptions involve the difficulty and complexity of change; the necessity of rapid adaptation to change; a search for personal meaning, growth and commitment; and a development of interpersonal conditions involving trust, openness, spontaneity, and participation. In short, it becomes a systematic attempt to integrate--not compromise--the needs of the individual and the needs of the institution (Getzel, 1958).

Such a decentralized system must be staffed at all levels with people who listen--and listening is more than just hearing. It is the ability of one to understand what another is really trying to communicate and to convey to that person the knowledge that he has been heard. Effective communication involves more than simple concern with the ideas one communicates--it also requires that organization members be equally concerned with ideas communicated to them.

Another critical facet of decentralization is the necessity for support of the concept by organizational leaders. Without support from the top, any decentralization effort is doomed to failure.

The inclusion of a voluntary aspect in the decentralization process is of equal importance. The persons to be affected by such an organizational transformation must be allowed to see the process as advantageous to their own need as well as the needs of top level management. Without this voluntary aspect, a system is simply making a futile move from dogmatic centralization of authority to an equally dogmatic decentralization of authority.

The advantages of such a decentralized system involving all levels of the organization and the community are numerous. One advantage inherent in such an organizational pattern lies in a reduction of apathy coupled with heightened motivation and self-esteem (Gardner, 1963). As common sense would predict, individuals are much more likely to persevere in pursuing goals and objectives in which they have played a major role in shaping.

But any attempt to decentralize authority in traditional organization is bound to encounter resistance. Resistance to new behavior patterns seems a widespread human verity but, as Watson (1967) suggested (in Concepts For Social Change), such a decentralized system by its very nature provides a healthy climate for change. Watson discusses a number of principles for implementing social change but the most crucial is this: "Resistance will be less if administrators, teachers, board members and community leaders feel that the project is their own--not one devised and operated by outsiders."

The ramifications of such a system utilized in the educational arena will (ideally) filter down to affect each individual student. As Pilon (1969) has suggested, it is the lack of essential personal freedoms in the classroom (i.e., freedom to choose the level of difficulty of his work, freedom from the fear of ridicule from one's peers when mistakes are made) that often plays a major role in creating poor school performance and behavior problems. Likewise, those same fears, no matter how well camouflaged, also hamper the productivity of individual administrators and teachers.

Decentralization often benefits teachers, parents, and students in other ways as well. Research (Cunningham) has shown that students whose parents are vitally involved in the affairs of their school usually have a less hostile attitude toward the school and fare better academically. This improvement can be traced to a more positive parent attitude which is communicated to the student. The same research findings indicate increased self-reliance and cooperation in both teachers and parents operating in a decentralized system.

To sum up the features of an ideal decentralized system, let us look at the five conditions listed by Bennis (1965) which he feels should exist in any organization which functions consistently with sound behavioral science practices. They are:

1. Full and free communication, regardless of rank and power.

2. A reliance on consensus rather than the more customary forms of coercion or compromise to manage conflict.

3. The idea that influence is based on technical competence and knowledge rather than on the vagaries of personal whims or prerogatives or power.

4. An atmosphere that permits and even encourages emotional expression as well as task-oriented acts.

5. A basically human bias, one that accepts the inevitability of conflict between the organization and the individual, but that is willing to cope with and mediate this conflict on rational grounds.

The advantages of such a system are obvious. An organization such as that described by Bennis can release a wave of human potential long locked in narrow organizational constraints. Research sadly indicates that the average human utilizes only 10 per cent of his or her ability. Such a consensual organization--meaningfully involved administrators, teachers, parents, and students--can help unleash at least a measure of that potential. Likewise, the openness of such a system provides a potential for organizational and individual self-renewal (Gardner, 1963).

As Jourard (1964) has shown, "One cannot know himself except through his relatedness to other people." A decentralized authority system allows each worker to look at himself not as a faceless, exchangeable part--but as a unique, responsible, creative human being.

Decentralized Decisionmaking in Louisville

The Louisville Public Schools have in the last 3 years moved toward a more decentralized system with authority balanced among central office administrators, parents, grassroots local school personnel, community, and students.

In the Central Office the pyramid has been flattened with the creation of nine separate departments sharing equal status. Each chairman of these departments is given both the freedom and responsibility to make decisions within the parameters of his particular department. He is given as much freedom as he is willing to give to those working for him.

Decisions that cut across department lines are made either of two ways: If the matter is a comparatively limited one involving, for instance, only two departments, the respective department chairmen and their staffs normally settle the matter between themselves. If this cannot be accomplished, an objective third party is called to process the problem. As a last resort, the problem is referred to the Chairman of School Operations for resolution. It is important to remember that the process must firmly fix responsibility so as to move decisions off dead center.

However, if the decision is of wide-ranging significance, it is brought before the Administrative Council, which is composed of all chairmen and various other elected representatives. The Council, chaired by the Chairman of School Operations, discusses thoroughly such interdepartmental decisions and takes whatever action is necessary to resolve the matter.

But structural change alone does not guarantee decentralization. Behavioral science processes were also utilized to develop more sensitive and open individuals. Over 2,500 participants employed by the Louisville School District

have been involved in T-groups, conflict management labs, and other behavioral science experiences. Department chairmen and principals have had multiple experiences which focused on team building and interpersonal growth. The district originally depended upon external consultants for these experiences. However, as was originally intended, the school system has trained internal consultants in order to have a continuous effort in this area.

Local School Decentralization

Local schools have also been influenced by the decentralization. Rather then having a preordained structure handed down to them, individual schools (both principal and staff working with their respective community) are expected to develop their own unique educational approach that they feel will best serve their children.

Community Involvement

The local schools are aided in constructing this program by community members. The Louisville Board of Education recently granted the community a more vital role in determining school policies when they gave their unanimous approval to the neighborhood school board concept.

The neighborhood boards (now in varying states of formalization in 44 schools) are composed of a majority of parents, along with teachers, and at the secondary level, students. Members of each board are elected through various procedures--but all the elective systems share the similarity of being conceptualized and designed by the individual school communities.

The neighborhood boards are already beginning to play a major role in determining individual school policies. Some have helped select their principals while others have examined proposed new programs and either vetoed or approved their inclusion in the school program. Still other boards have determined the allocation of discretionary school money.

Decentralization and Students

Students have also been affected by the newer system. Many schools are now allowing their students much greater latitude in designing their own courses of study. Teachers seem much more willing to openly relate to their students, and a reduced level of student hostility is reflected in drastic systemwide reductions in dropouts, delinquency referrals, and suspensions.

Like all public institutions, education has certainly borne its share of criticism, which is not at all surprising for educational systems are now run by one single central board filled with citizens who at best are able to participate only part-time in the process. Such a controlling

board finds itself faced with the impossibility of establishing policy that will meet the diverse needs of a pluralistic educational community.

In sum, the principal consequence of decentralization is a repositioning of the primary responsibility for educational quality squarely on the shoulders of parents, students, teachers, local level administrators, and community with the central office accepting a primary service role in offering educational alternatives.

APPENDIX D

WORKING PAPERS: ORGANIZATION STRUCTURE AND MANAGEMENT

Kenneth J. Buck

The Political Web of American Schools

by Frederick M. Wirt and Michael W. Kirts

This quasi-textbook presents a serious contemporary effort to analyze the political aspects of American public school decisionmaking. Unlike many intellectuals, Frederick Wirt and Michael Kirst are not strangers to the practical arena where the politics of education is a daily necessity. Kirst has served as staff director of the Senate Subcommittee on Employment, Manpower, and Poverty; Wirt has recently moved from his position as director of the Institute for Desegregation Problems at the University of California at Berkeley.

"The purpose of this book," they say, "is to trace the ways in which American schools can be viewed as political." In no way does the term "political web" imply sinister or partisan politics. To the contrary, political acts for Wirt and Kirst refer to "the struggle of men and groups to secure the authoritative support of government for their values."

Until fairly recently, and still true in some areas, professional schoolmen found it to their advantage to perpetuate the myth that they were apolitical experts. There could be no political aspects to the management of schools because the schools were above politics. How absurd! Can there be any school board member in the United States who still is being misled by such mythology? Let any in doubt and of strong mind read through The Political Web of American Schools. Caution: the language is terribly intellectual and entangling, like a spiderweb you might say. Like a fly caught in the spider's web though, once snared, the intellectually curious school board member will find himself unable to wrench free.

The web of political considerations involved in the governance of America's schools emerges with startling clarity from the authors' use of political systems analysis. Imagine, if you will, the landscape of American public education as a dense forest. You are there in one school district; around you are the other school districts, the community, the teachers' organization, the State legislature and department of education, the Federal bureaucracy, the courts, and others. To be effective as a local policymaker you need an infra-red radar detector to help you "see through" the nearly impenetrable foliage to the target of tonight's policy decision. Without a conceptual basis to clear your vision, your decisions on where to aim the next policy are apt to miss the target. Authors Wirt and Kirst offer such a conceptual framework. They say it should be useful for

penetrating the dark forest of education without defoliating the trees. In large measure their method of analytically separating and categorizing items in experience succeeds.

This is not a cookbook on how schools should be run nor what they should teach and why. Rather, the authors apply modern political analysis to shed light on the political quality of American schools both within the schools' institutional boundaries and as they relate to society.

Put simplistically in the technical terms defined adequately in the book, the authors discuss a way that you can understand the relationship between the stress originating inside and outside your school system and the inputs of demands (and supports) upon your school board. Their framework for understanding allows you to perceive how your decisions convert these inputs into public decisions or outputs, which feedback allocated values into the society. The outcome of your policy decision may in turn produce unanticipated consequences such as your removal from the school board by an incensed public that doesn't want, say, to bus students away from their neighborhood school--no matter that it was the court that ordered your compliance. This feedback loop ensures the dynamic quality of service as a local school board member. In the authors' words: "It is clear that the gap between output and outcome is a major forum for policymaking, perhaps the real one for the lives of most citizens affected by the 'authoritative allocation of values.'"

Written by and for professors of education and political science, this book probably will appeal to those school board members who enjoy "institutional self-analysis." What makes our board of education powerless? Why can't we actually change what happens to kids in the classrooms? How come our policy decisions often seem to be an exercise in futility? Why is it that the boards of education in the other States have an easier (or harder) task winning favorable State legislative action? The authors provide you with a conceptual framework which enables you to begin to find answers.

Following an intensive discussion of the political elements of the school system, the authors display the utility of their theoretical perspective by analyzing three policymaking areas: The Elementary and Secondary Education Act of 1965 and Intergovernmental Relations, Southern School Desegration, and Curricular Decisions in the Political System. Those school board members who lived through the past several years of receiving Title I funds for the disadvantaged should enjoy the post-mortem understanding which Wirt and Kirst offer.

Many school board members in the North and West would be better prepared to face the trauma of removing de facto segregation from their school districts if they read and understood the convoluted story of Southern School Desegration offered by Wirt and Kirst using the political systems analysis frame of reference. Among other more global observations, the authors point out that the Federal administrative agency, the Office of Education, under Title VI of

the Civil Rights Act of 1964, was forced to interrupt a century-long history of being "an instrument of local education forces, serving them primarily in a supportive capacity" to become a regulative agency in this single area of equality of educational opportunity.

Perhaps most significant for me, as I read this unique effort to apply the power of political systems analysis to the governance of America's schools, is the chapter on curriculum. Here is the raison d'etre of education--what the students learn about, the purpose of public education. The board member who believes in local control of education must blanch at the horrendous political process involved in changing any aspect of the curriculum. Have you recently given consideration to modifying your district's competitive athletic program? Or considered adding a semester course on drug education? Clearly a conceptual framework that permits local board members to understand the dynamics of curricular change would be highly useful. Unfortunately, as the authors remind us, "A mapping of the political system for curricular policymaking in local schools is exceedingly complex. It involves three levels of government, numerous private organizations (including foundations, accrediting associations, national testing agencies, textbook-software companies), and interest groups, such as the John Birch Society or NAACP." Not to mention scads of other influentials like assistant superintendents for instruction.

The point is, however, that the curriculum just isn't the province of professional experts. The full range of society with its many subsystems has an interest and an impact on the courses of instruction offered in your school classrooms. The professionals to the contrary notwithstanding--curriculum, too, is immersed in the political process of authoritatively allocated values. Neither sinister nor simple, The Political Web of American Schools stands out as a valuable contribution not only to professors of education and government but also to those school board decisionmakers who like to know what it's all about.

Page 51 blank

APPENDIX E

LEADERSHIP TRAINING: A CATALYST FOR SCHOOL REFORM

Margaret G. Labat

The Need for Educational Reform

The need for educational reform has been the subject of much attention since the 1954 Supreme Court decision relative to desegregation.

Mario Fantini[1], in his book on The Reform of Urban Schools, indicates that urban school systems which once represented America's finest are now trapped in a spiral of deterioration. He utilizes statistics to illustrate that, according to their effects on children, city schools are failing. It is feasible to assume that everyone pays a heavy price for these failures, but the most obvious victims are those who need the education the most desperately--the low-income, the poor. It is the parents from low-income neighborhoods who find themselves with no alternatives to public schooling. Consequently the consumers of public education--parents and students alike--are in increasing revolt against the system's failure, a failure that will trap them unmercifully in the cycle of poverty, poor education, low-paying jobs and poor housing. My experiences cause me to seriously question whether this failure is a new phenomenon to minority groups. Mitchell and Hawley stated that "until the early 1960's, American public schools acted as sorting out agencies in which middle-class children, predominately white and already conditioned by the goals of home and society to become economically self-sufficient through the performance of certain tasks, were helped to identify and prepare for those tasks to which they were suited. 'Outstanding' youngsters were selected for higher education, and others were encouraged to leave school to enter the work force. In the last half of the 1960's the schools began to recognize, belatedly, the need to encourage similar goals of economic self-sufficiency among the children of disadvantaged, largely non-white minorities, and to try to provide special help for them."[2]

These authors state further that "as the social legislation of the 1960's generated expectations for broader educational opportunities, it became fashionable to damn the schools without asking whether society was requiring them to perform new functions. Yet, in addition to overcoming the severe, specifically educational handicaps of minority children, even as poverty, unemployment, restrictive hiring practices, bad housing, and poor medical care reinforced their poor school performance, the schools were also being charged with changing racial attitudes and correcting a wide range of social deficiencies."[3]

In an address, "Who Should Be in Charge: What Decisions, by Whom," given at Linton High School in Schenectady, New York, on April 27, 1970,

John I. Goodlad, Dean of the UCLA Graduate School of Education, attacked the tendency to demand too much of schools. He said: . . . . "If you want to really eliminate unemployment, you create jobs. If you want to really eliminate the slums, you clear up the slums, but you don't hold education responsible for getting it done . . . Because education is a long-term answer to mankind's problems and not a short-term one, we must very carefully, at all levels of educational decisionmaking, differentiate between what education can do in the long run and what human engineering can do in the short run."

It would indeed be in the best interest of the people of the United States if in 1972 the leaders of this country at the national, State and local levels would engage in the kind of social engineering which would eliminate the social and economic problems. I refer to those problems which automatically prevent the poor, as well as minority children, from having access to equal educational opportunities. In the meantime, the best educational efforts must be exerted in an attempt to continue those positive educational practices which are already being implemented and attention should be focused on ways to further enhance and build on positive influences. Fantini,[4] in referring to goals for the 1970's quoted Wallace who said,

> . . . in a revolutionary society (i.e., a society in the process of cultural transformation under the leadership of a revitalized movement) the primary concern of schools must be the moral transformation of the population. Next in order of priority will be intellect and last of all technic (despite the often critical needs for technically trained personnel to carry out the program of the transfer culture). The reason for this priority list, morality intellect and technic is that moral rebirth of the population and the development of a cadre of morally reliable and intellectually resourceful individuals to take over executive positions throughout the society is the immediate necessary task.[5]

Perhaps as we view educational reform we should address ourselves to all of these goals. In order to do so, it is necessary to focus on those persons who now have and those who will have future responsibility for implementing the schooling aspect of the educational process. Because of the composition of this Task Force I shall look at the administrators' point of view.

An Administrative View of Educational Reform

The scope of this paper must indeed allow a brief analysis of administration in terms of what it is and what it consists of. Researchers indicate that administration is a process involving certain behaviors.

In the 1930's Gulick[6] indicated that administration is the process of:

1. Planning: working out in broad outline the things that must be done and the methods to be used to accomplish the purpose set for the enterprise.

2. Organizing: establishing the formal structure of authority through which work subdivisions are arranged, defined, and coordinated for the defined objective.

3. Staffing: the whole personnel function of bringing in and training the staff and maintaining favorable conditions of work.

4. Directing: the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise.

5. Coordinating: the all-important duty of interrelating the various aspects of work.

6. Reporting: keeping those persons to whom the executive is responsible informed as to what is going on. This, of course, requires that he keep himself and subordinates informed through records, research, and control.

7. Budgeting: fiscal planning, accounting, and control.

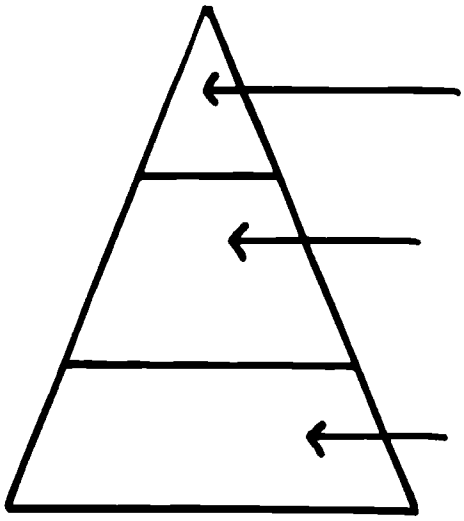
More recently Griffiths,[7] as well as others, has focused on administrative behavior as the key to the study of administration. He concludes that the central concept in administration is decisionmaking.

> . . . [it is] not only central in the sense that it is more important than other functions, as some writers have indicated, it is also central in that all other functions of administration can best be interpreted in terms of the decisionmaking process. Decisionmaking is becoming generally recognized as the heart of organization and the process of administration.

In an analysis of administration it seems advisable to separate administration into parts for the purposes of study. However, one needs to be aware that it is impossible to administer in parts for administration involves a total approach. If, as researchers indicate, decisionmaking is the central concept in administration and the "decisions relate to people," one must recall, as Grieder and others indicate, "one of the fundamental tenets of the democratic process as interpreted by scholars is that those who are affected by policies and decisions are entitled to participate in making them . . . Respect for individuals is one of the earmarks of a democratic undertaking. The handing down of policies and decisions by the few who hold official positions of leadership or authority no matter how wise they may be . . . runs counter to this idea."[8]

The ability to involve staff as well as others in the decisionmaking process calls for leadership skills on the part of administrators. Hersey and Blanchard[9] defined leadership as the process of influencing the activities of an individual or group in efforts toward goal achievement in a given situation. In essence, leadership involves accomplishing goals with and through people. Therefore, a leader must be concerned about tasks and human relationships. They see leadership as a broader concept than management which is thought of as a special kind of leadership in which the accomplishment of organizational goals is paramount.

As one observes the management structure within a school system, it represents a hierarchy such as is indicated below.



Generally, the board of education has the responsibility of setting goals and formulating policies which govern the acquisition and use of resources as a means of achieving the goals. At the next level, top management has the responsibility of implementing policies in such a way as to effectively utilize the resources, human and material, in such a way as to facilitate the achievement of goals. The next level, or middle management, functions in such a way as to supervise the staff in the process of goal attainment. This is a task-oriented process in which the implementation of procedures and regulations is supervised.

It becomes apparent, therefore, that several functions of management may be implemented at each level and that the larger the system the greater the tendency for goals to be changed as they filter through the management hierarchy to the classroom teachers who carry out the instructional functions. Since this goal shifting is possible, it appears that an interaction process must be developed which will allow for leadership to be exerted at the level of the local school, at the level of the school district, and coordinated among all levels. The people who must be included in the process of interaction with the leadership at the various levels are the staff including teachers of local schools and the school district, the students for whom an improved learning environment must be provided, parents who are directly concerned with their

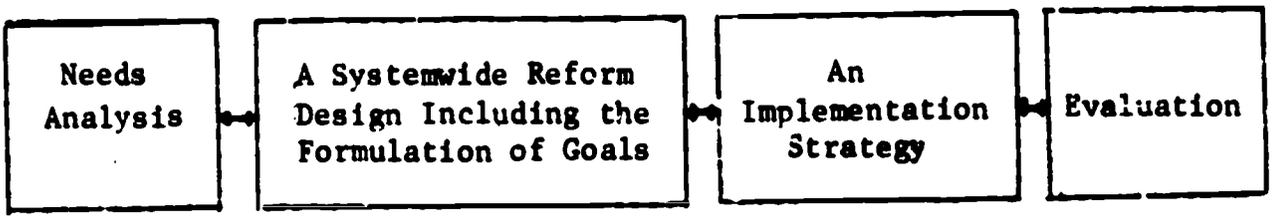
children's welfare, as well as other community persons who are involved in the total social and political setting. For all of these constituencies exert an influence on the effectiveness of the administration's efforts to achieve school system goals. Such responsibilities as recruitment, selection, and hiring of staff, supervision, and retraining of staff as well as the implementation of personnel policies and procedures relative to status and welfare needs of staff and staff morale fall within the total range of administrative action and therefore administrative accountability. As has been stated by Hersey and Blanchard [10] the successful organization has one major attribute that sets it apart from unsuccessful organizations: dynamic and effective leadership.

A Strategy for Educational Reform

Having made the point that effective leadership is vital to the success of an organization and having re-emphasized the importance of people's (teachers, other school personnel, students, parents, and community representatives) need to participate in the decisions that affect them, I now make four suggestions to our task force. The first is:

-- That we recommend that the EPDA-NCIES-OE officials urge the legislative adoption of a policy of funding preservice and inservice training programs for school administrators as a strategy for developing the kind of leadership which can implement the process of educational reform.

The reform process must consist of the school systems self-renewal efforts in relationship to:



The process must incorporate the kind of planning and action from which feedback will be used to recycle the process on a continuous basis.

The process must be responsive to technical assistance.

The system must be willing to utilize the feedback to restructure the allocation of its human and material resources in order to more effectively accomplish the goals derived from the interaction process for the system.

The educational reform process must make possible the levels of participation necessary to provide the kind of ownership which will cause poor and minority persons to feel that they have some influence over their destiny, especially as relates to education.

The nature of the training program must be such as to enhance learning relative to bodies of knowledge, perceptions, and skills necessary to successfully effect the improvement of learning opportunities for all American children.

One of the long-range goals of each program would be to add to the knowledge of administrators, assist them in forming new attitudes and change their administrative behavior in order to foster the educational reform process.

The content and program curricula should encompass the cognitive and affective domains.

Other constituents may, indeed, participate on a situational basis.

My other suggestions would be:

-- That we recommend funding on a commitment of a 5-year basis without school districts being required to resubmit proposals. This process will provide better financial management as well as allow many additional man hours to be used in the renewal effort.

-- That we recommend that the amount of funding be significant enough to allow implementation of the educational reform process.

-- That we recommend that institutions of higher education become involved at the request of the local school districts and communities as a means of facilitating change at this level.

NOTES

[1] Mario D. Fantini, The Reform of Urban Schools (Washington, D.C.: National Education Association, 1970), p. 5.

[2] Donald P. Mitchell and Ann Hawley, Leadership in Public Education Study: A Look at the Overlooked (Washington, D.C.: Academy for Educational Development, Inc., 1972), p. 6.

[3] Ibid., p. 7.

[4] Fantini, op. cit., p. 7.

[5] Anthony F. C. Wallace, "Schools in Revolution and Conservative Societies," ed. George D. Spindler, Anthropology and Education (Palo Alto, Calif.: Stanford University Press, 1955), p. 73.

[6] Luther Gulick, "Notes on Theory of Organization," Papers on the Science of Administration, eds. L. Gulick and L. Urwick (New York: Institute of Public Administration, 1973), p. 13.

[7] Daniel E. Griffiths, Administrative Theory (New York: Appleton-Century-Crofts, Inc., 1959), pp. 74-75.

[8] Calvin Greider, Truman M. Pierce and William Everett Rosenstengel, Public School Administration (New York: The Ronald Press Co., 1954), pp. 94-95.

[9] Paul Hersey and Kenneth H. Blanchard, Management of Organizational Behavior (Englewood Cliffs, N.J.: Prentice Hall Inc., 1969), p. 61.

[10] Ibid., p. 59.

page 58 blank

APPENDIX F

TRAINING FOR EFFECTIVE PRINCIPALING

James R. Tanner

At the outset it would be useful to deal with the "hang up" created by the use of the term training. Many professional persons in education feel that training suggests a kind of mechanical skill development, stressing the psychomotor domain rather than the cognitive when the latter is thought to be of a higher order. The use of training here is in the sense of the dictionary definition "to make proficient with specialized instruction and practice." The word education is deliberately not used here because of that term's more comprehensive meaning. Our attention is on those aspects of the principal's education which are intended to make the person who undergoes the instruction more proficient in the performance of certain definite tasks. Hence, training seems appropriate. Clearly the desired proficiency development entails cognition.

In determining how principals should be trained, one should identify first the knowledge and skills principals need in order to perform their roles adequately.

It is the position of this writer that the training of the principal should be competency related with the needed competency goals specified in considerable detail. This is not to imply that behavioral objectives in the sense of performance assessment would constitute all the criteria for determining competency of the trainee. How, for example, does one measure in performance a person's knowledge of various educational laws except in the actual situation where the knowledge is required?

The principal identified in this paper requires the categories of skills described by a number of writers in recent years. One of the clearest statements of those skill classes is that of Griffiths and his associates.

-- Technical skill--specialized knowledge and ability involving methods, processes, procedures, or techniques within a specific vocation. This means that the principal would need to know and to demonstrate the tools and techniques of the principalship.

-- Human skill--the ability to work effectively as a group member and to build cooperative effort within the faculty which he heads. This skill may be contrasted with technical skill, working with people versus working with things.

-- Conceptual skill--the ability to see the organization as a whole. It includes recognizing the interdependence of each unit, how changes in one unit affect all other units. [1]

Consistent also with our view of the principalship is Goldman's listing of selected competencies.

1. Understanding the teaching and learning process and being able to contribute to its development.

2. Understanding school organization and being able to lead and coordinate the activities of the highly trained professional personnel who comprise this organization.

3. Understanding the nature and the composition of the local school-community and being able to maintain satisfactory relationships between the school and its many community groups.

4. Understanding the technical aspects of school administration (e.g., school building maintenance management functions and the like) and being able to obtain and allocate resources in an effective and efficient manner.

5. Understanding the change process and being able to bring about necessary and appropriate changes in school and society.

6. Understanding various cultures and being able to plan and implement programs which will meet the unique needs of each culture in the school.

7. Understanding and being able to use the findings of relevant research.[2]

McNally cites the special need of the principal in the years ahead for competency in areas such as social psychology, urban sociology, political science, cultural anthropology, organizational theory and operation, and "the practical aspects of administrative behavior that were not even taught in the preparation programs of just a few years ago or that were taught in 'recipe' fashion."[3]

Harvey Goldman also has identified special areas of training needed by the urban principal including communication analysis, nature and psychology of poverty and affluence, group dynamics, the evaluation of behavior, community development, and conflict mediation.[4]

A quite extensive listing of competencies of the effective principal is presented by Klopf as the basis for several Bank Street College projects in defining the principal's role and developing appropriate preservice and in-service training thrusts. He classifies the needed competencies as personal, generic, and functional.[5]

As shown earlier, principals feel that the most important facet of their role is instructional leadership. This impression is probably due to their familiarity with the traditional "super-teacher" perception as idealized in much of the literature and most of the training they have received.

There are indications that principals are coming to accept their role as more broadly conceived and while they may intellectually wish to deny the importance of what have been known as administrative or community relations duties, their experience indicates to them the interrelation of the various categories of duties.

In a survey of urban and suburban principals in the St. Louis, Missouri, area Unruh found that the secondary school principals felt the need for training programs to include in priority order the study of various aspects of administration; historical, philosophical and theoretical foundations of education; supervision and curriculum development; counseling and guidance; educational psychology and related fields; research methods and statistics; and educational technology.[6]

In the Cleveland survey mentioned previously, the seven tasks which were identified as appropriate by 90 percent of the principals responding included the following:

-- Enlisting faculty support for desirable changes in the school

-- Identifying possible solutions for staff morale problems

-- Inducting new staff smoothly into the operation

-- Identifying staff members to whom authority can be delegated

-- Creating a democratic climate

These five are in addition to the two listed earlier:

-- Determining the quality of teaching being performed

-- Communicating to staff members their professional strengths and weaknesses.[7]

Among other areas in which competency is required for effective leadership in the urban school are the legal bases for school operation and responsibility (not only the usual body of school l but also social welfare legislation, court decisions, and Federal and State governmental regulations); public institutional governance; labor-management relations; history and other aspects of the development and status of cultural and ethnic minorities; economics and public finance; management by objectives; management of time; educational centralization and decentralization.

Perhaps the competencies identified to this point relate more particularly to the institutional maintenance responsibility of the administrator than to his role as a leader of change and necessary redirection. Both are important aspects of the principalship. To neglect either is to fail to comprehend the evolving nature of schooling and its changing milieu.

To fulfill the need for continuing institutional responsiveness the principal requires skill in organization renewal as that concept is formulated by Lippitt.

"Organization renewal is the process of initiating, creating and confronting needed changes so as to make it possible for organizations to become or remain viable, to adapt to new conditions, to solve problems, to learn from experiences and to move toward greater organizational maturity."[8]

In carrying out the demands of this role the principal is a renewal stimulator--"a person who initiates an action, process or activity intended to bring about planned change contributing to organization renewal."[9]

This concept of organization renewal is similar to Beckhard's definition of organizational development. "An effort planned organizationwide and managed from the top to increase organization effectiveness and health through planned interventions in the organization's processes, using behavior-science knowledge."[10]

Competencies required for leadership in organization renewal or organizational development are identified by Beckhard as interpersonal competence; problem solving knowledge and skills; goal setting skills; planning skills; understanding the processes of change and changing; systems diagnosis.[11]

Lippit lists similar competencies and emphasizes the importance of mastery of certain knowledge about learning: nature and scope of the learning process; factors that condition learning; factors affecting resistance to learning.[12] Hersey and Blanchard emphasize the primary significance of human skills in management.[13]

The principal works primarily with people. He makes, or causes to be made, decisions about pupils individually, about pupils in groups within the school, and about the total pupil population in the school as a group. He interviews; explains; inquires; leads group discussions; makes formal speeches, reports, and other presentations; observes behavior; gives directions; participates in group discussions; writes letters, directives, memoranda; conducts meetings; negotiates. Activities such as these consume the major part of the principal's time and energy. How effectively he performs such tasks largely determines his success as a principal.

Certainly he does other things. He reads, computes, prepares reports and other documents. He inspects and examines materials and facilities. He drafts plans. He reflects.

In considering preparation for the principalship, I have assumed that such specialized training is at the graduate level. Consequently, our discussion of training relates to advanced study, not to the basic undergraduate preservice preparation of teachers.

In training programs the maxim "form follows function" ought to prevail.

In place of the courses and credits format for the administrator training program, it is recommended that a more appropriate pattern would be along the lines presented by Clifford in describing advanced training institutes. He states that the "institute represents a concentrated, intense effort on the part of a university to change the behavior of a carefully selected group of students with respect to solutions of a specific problem or a complex series of problems associated with some aspect of the public educational enterprise. The intensity and the concentration are indicated by the continuous focusing of all the activities within the program upon specific, precisely defined objectives."

The program of the institute should be jointly planned by public school and university personnel. In the absence of such joint planning and implementation, "an institute program will, almost of necessity, degenerate into a prosaic, pedestrian kind of experience with little or no chance of effecting desirable behavioral changes within the participants."

"Behavioral changes consisting of the acquisition of new or additional knowledge, information, insights, skills and attitudes should comprise the specific objectives of the institute. Use should be made of both didactic instruction and supervised experiences, especially group processes, laboratory and field experiences and demonstrations. Continuous efforts should be made to integrate theory and practice . . . The instructional program should make use of relevant content [from appropriate disciplines] which is organized in logical and psychological ways in order to facilitate continuity, sequence and integration of the learning experiences."

Progress in the program should be individually paced and continuously evaluated for and with the participant without reference to the usual clock hour academic time frame. The operational goal is individualized instruction and learning.[14]

Overdependence on didactic forms and extended study of the philosophy and history of administration without a balanced, well-planned application phase would be self-defeating. It would produce glib educationists who would be unable to determine that the lockers are assigned properly. (Anyone who has ever worked in a school with student lockers understands the basic importance of this lowly function. Unless it is done properly, the resultant confusion will prevent the school's orderly operation.)

Those who conduct a training program should understand that they are engaged in a training function and that this requires activities designed specifically in relation to training objectives.

Public school personnel who accept responsibility for mentorship in the internship should be helped particularly to understand their role as trainers.

A major advantage of a properly constructed competency related training program is the ability to eliminate those who are unable to master the required competencies while refining the skills and deepening the knowledge of those whose progress in attainment of appreciate competencies is satisfactory. Currently anyone who can "pass" each of the collection of courses can expect to be granted the principal's certificate without demonstrating any specific performance competency beyond passing written examinations in the courses.

The question of who should become a principal is unsettled. There is, and should be, a degree of self-selection by those interested. As to prerequisite experience, that too remains an unresolved issue. Many consider teaching experience essential. Actually, there is too little empirical evidence in this area. The field is at the hypothesis stage and considerably more testing of the idea is needed before we can state with assurance that a certain amount and kind of teaching experience is the proper base upon which to build for the principalship. At this time, though, in the interest of credibility among other school personnel, some teaching experience is probably a desirable part of the qualifications for entering the principalship.

Management training programs are a regular feature of many businesses and institutions. There presently is no parallel operation in school administration. The precept of management training for persons who have not yet been awarded the first teaching credential presents an intriguing possibility for examination. The procedure might be something like the following. Persons in undergraduate educational personnel development programs would be identified on the bases of leadership interest and potential.[15] They would be offered supervised management training during their undergraduate experience, probably in the 3rd or 4th years of the 4-year baccalaureate plan. Rather than the didactic instruction in pedagogical methods and the practice teaching which consume the greater part of those years, the management trainees would study applicable behavioral science materials. In place of practice teaching, they would have an extended supervised practicum in administrative functioning. The two aspects would proceed concurrently.

The period for management training as a special branch of educational personnel development might profitably be extended one year so that the student entering school employment out of such programs would do so with 5 rather than 4 years of preparation and with the master's degree.

Admittedly there is not much likelihood that such a management training approach will be tested due to zealously guarded certification requirements of graduate study. It is a challenge, though, to the traditional principal-preparation programs whose development has certainly not been subjected to vigorous examination or comparison among various approaches.

Another issue pertains to the length of time needed to train one for the principalship. Again, determination of this matter has been based on opinion unsubstantiated by defensible data. The length of time required has usually been that time which it took to complete the courses, subject to rules about credit validity in relation to the elapse of time.

The time required for such a program as suggested here would be based on the needs of individual participants, considering their prior education and experience and demonstrated capabilities, both at entry and as the training proceeds.

One school year of full-time study ought to be ample for most people attracted to the program. Perhaps two summers of full-time work with an intervening year of part-time study would suffice. It is conceivable that some persons could master the necessary skills and knowledge in less than a full school year.

The key idea is that in such a competency related program, time spent in the program should be individually determined and should be based upon progress in attaining training objectives.

So far we have been discussing the training of persons entering the principalship. Those who are already in service have demonstrated as suggested earlier their need for continuing training. Frequently State requirements for recertification call for additional training. In view of the needs expressed by principals themselves as well as the requirement associated with licensing, provisions beyond, or parallel to or in place of presently available opportunities are urgently needed for principals now in service.

There is a need for orientation and training in management principles and processes; in learning, particularly adult learning; in labor management relations. The processes of organizational development constitute a field of very limited competence on the part of principals and school administrators generally. Cultural pluralism as a fact and as an evolving concept is content for the continuing training of school administrators, appropriate and necessary for all American educators, crucial for those whose schools serve urban populations.[16]

Certainly there are other important aspects related to the continuing training of principals. Just as in the training of prospective principals, the key idea is individual need assessment and program planning.

As to the format of the training, the continuing seminar featuring spaced instruction and study seems more appropriate than traditional graduate school courses. Workshops and short-term special purpose institutes are other useful training forms. A program constituted along

the lines of the National Academy for School Executives, sponsored by the American Association of School Administrators, or the inservice workshops of the National Association of Secondary School Principals, offers an approach deserving consideration, particularly if an arrangement could be worked out for university affiliation and credit toward recertification.

In the training of both prospective and active principals, those planning such programs should look to the resources of universities outside the department, school or college of education to schools or colleges of management or to other parts of universities where the application of behavioral science findings to management is notably available in training programs.[17]

NOTES

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APPENDIX G

CHARLOTTE-MECKLENBURG SCHOOLS

Program Services and Pupil Support Goals

A group goal setting process has been carried out by all pupil support disciplines. The process was linked from group to group throughout the entire structure of the Pupil Support Department with the assistant superintendent linking with the Program Services Division level.

Program Services Goals

Long Range

A. Bring about the change in attitudes in regard to:

1. The establishment of mutual respect for individual worth and rights among teachers, pupils, and principals.
2. Determination of the causes of discipline problems and the establishment of remedy through the learning process as opposed to discipline as a punitive act.
3. The primacy of learning as opposed to teaching.

B. Accept and act in the role of change agents in education toward:

1. The establishment of the pupil's role in decisionmaking that affects him in regard to structure, time, place, content, and goals.
2. The establishment of the school as a place of learning for all pupils with the flexibility necessary to reach the goal.

Short Range

A. Define the function of and relationship between the three departments of Program Services.

B. Design and use the structure to implement the established function and relationships.

Pupil Support Goals

Long Range

A. Establish a structure that disperses full resources to each feeder area.

B. Establish the LDC concept and work to establish an LDC in each feeder area.

C. Define and establish concept of Learning Laboratories within schools.

1. Describe DSU-Laboratory-Classroom relationship
2. Describe staffing of Learning Laboratory
3. Expand present Labs to full operation and establish additional Labs

D. Unite DSU people with school based people psychologically and operationally

1. Teachers
2. Counselors
3 Principals

E. Increase DSU involvement in district community.

1. Parents
2. Community agencies

Short Range

A. Establish base data for long range goals.

B. Establish specific measurable goals for 1973-74 within long-range goals and set methods for evaluation.

C. Use Harding Feeder area as a pilot to learn how to function effectively with school staff.

D. Accomplish DSU role definition and increase mutual trust and respect among disciplines as their function in District Service Units.

E. Establish counselors and speech therapists as functional parts of DSU's.

Discipline Goals

School Psychology Goals

1. Establish Psychological School Work as a phase of practice which enables school psychologists:

a. to bring psychological knowledge to a situation as a resource person for helping others with problems.
b. to facilitate communication among people.
c. to facilitate the gathering of new knowledge to contribute to the solution of problems.
d. to operate with an inquiring attitude and a particular set of values which will guide them to look at situations objectively and to find solutions to problems in an objective way.

e. to vary their approach, as an attitude changer, so that they will use procedures found to be effective through research in social psychology in particular situations, that is, fitting the procedure to the situation.
f. to understand that their ultimate concern is for the children of the school, so that one of their approaches might be to start with problems of an individual child and work toward the solution of more general problems affecting large numbers of children.

2. Establish Psychological Case Work as a phase of practice which enables school psychologists:

a. to interact directly with teachers requesting a case consultation relationship.
b. to offer psychoeducational consultation to teachers concerned with the treatment of a child's learning difficulties.
c. to offer diagnostic case consultations and treatment suggestions to teachers concerned with a child's thinking, feeling, behaving, or relating.
d. to offer teachers a direct intervention with parents and child to supplement the work of the teacher and the school.

3. Establish Research and Staff Development activities as a phase of practice which enables school psychologists:

a. to be research conceivers.
b. to offer consultation in research design and methods.
c. to offer consultation in the evaluation and interpretation of research.
d. to serve as research project directors.
e. to offer their training and experience in regard to human learning, development, relationships, feelings, and behavior as a resource for fostering the continuous personal and professional development of all school personnel.

School Social Work Goals

School Social Work is an application of social work principles and methods to the major purpose of the school. Following are the long-range goals of School Social Work.

1. Recognizing that school conditions have a great impact on a student's motivation to learn, the first goal is to help modify school conditions by:

a. offering consultation to principals and teachers regarding improvment in the overall climate for learning in the schools.

b. offering consultation to principals and teachers regarding learning problems of specific students.
c. leading small group discussions with teachers around identified school problems.
d. conducting or taking part in workshops with faculties around identified school problems.

2. School Social Work believes that a student's approach to learning (school) reflects his basic approach to life; therefore, the second goal is to help students attain a sense of competency, a readiness for continued learning, and an ability to adapt to change. This is done by:

a. offering help to individual students with special school-related problems interfering with learning (social casework process).
b. offering help to groups of students with specific school-related problems interfering with learning.

Note: In these processes, continuous involvement of the teacher is necessary for improvement on the part of the student. Behavior modification, play therapy, and contingency contracting may also be involved.

3. The School Social Worker regards parents as real educational partners to the schools. The overall goal here is to act as a liaison between home and school by:

a. helping the school relate to parents as educational partners.
b. helping parents develop realistic perceptions of their children's abilities, interests and other aspects of their behavior.
c. acting as a facilitator for better understanding between the school and the home in specific situations.
d. leading small group discussions with parents on common parent-child-school problems.
e. offering parent-effectiveness workshops.

4. In regard to the community the goals of the School Social Worker are:

a. to interpret school programs and policy to the community as it relates to student welfare.
b. to interpret the nature of the school social work service to other community agencies and interest groups.
c. to become knowledgeable about all community resources for use as part of continued work with school, child, and parents.
d. to make appropriate referrals to community agencies.
e. to assist in planned changes in the organizational pattern of the community's programs and resources (for the benefit of school children)

Guidance Goals

1. Move toward establishing elementary counselors.

2. Sufficient student counselor ratio to meet Southern Association requirements.

3. To help counselors and DSU personnel develop closer relationship to the teachers and the classroom environment.

4. Develop greater career development awareness amongst counselors, teachers and students.

5. Develop improved environment for child growth and development.

6. Develop inservice experience that strengthens counselors in meeting their changing professional roles.

Talent Development Goals

The Talent Development Section of Pupil Support believes that ability and talent must be recognized and developed as two of the great natural resources of our country.

In considering the goals of Talent Development, the resource staff discussed the various functions they performed and isolated those unique qualities that set the program aside from general education.

It is accepted that it is the responsibility of every teacher to teach skills, understandings, and content to the maximum levels that each student can assimilate and use.

Therefore, content and skills development are not primary goals of Talent Development, although they are the vehicles which support the acts of learning and producing.

Instead, Talent Development has different teaching and learning objectives:

1. To teach students to know nd use the thinking operations.

2. To provide students with a dependable learning process.

3. To help students and teachers become aware of personal talents and how to use them to build positive self-images.

4. To encourage the use of creative powers and personal talents in the classroom as valuable means of communication.

Long-Range Goals. The long-range goals of Talent Development encompass these objectives:

1. Recognition and development of the talents inherent in the students of Charlotte-Mecklenburg and acceptance of this process as an essential function of education.

2. Placement of enough Talent Development teachers in the schools to achieve the first goal.

3. Development of techniques and instruments that will identify wide spectrum of talent among students and broaden present beliefs that esthetic and academic talents are the only type of talent.

4. Clarification of Talent Development purposes and functions that make the program unique and different from other educational programs.

5. Establishment of inservice workshops in creativity, productive thinking, talent identification and development.

6. Production and development of materials and techniques relative to teaching and learning in this field of education.

Special Education Goals

Special Education supplements and complements both general education teachers and general education programs to the degree necessary to assure that the special educational instructional needs of children and youth are met. These complementary services are given in the areas of educable mentally retarded, trainable mentally retarded, learning disabled, emotionally disturbed, autistic, unwed mothers, speech, hearing impaired, visually handicapped, homebound, hospitalized, orthopedically handicapped, and to the juvenile diagnostic center.

1. To encourage the recognition and acceptance of children and youth who are exceptional into the mainstream of education.

2. To identify specific areas of educational failure or developmental deficit.

3. To provide prescriptive educational programs that develop the skills that exceptional students need to function in the school and community.

4. To provide individualized instruction that supplements and supports the work of the regular teacher to assure that the cognitive, communicative, emotional, physical, social, and vocational needs of exceptional children are met.

5. To serve as a liaison between the school and appropriate community agencies to aid in the transition to community living.

6. To be available for consultation with principals, teachers, and parents so that all are aware of the exceptional child's educational needs.

7. To involve the school community in the education of exceptional children in order to make the school more aware of the needs of special education students.

8. To provide inservice education for special education teachers to continually improve the quality and awareness of these instructions.

9. To cooperate with all disciplines represented in the Learning Development Centers to insure pupil support.

10. To work towards having special education students served within the regular classroom setting.

11. To enable the child to gain an appreciation for his country, understanding of its history, nature, and the fine arts.

12. Conservation and pecuniary value of things.

Educable Mentally Retarded

1. To provide diagnostic and prescriptive instruction to students identified as being eligible for classes for the educable mentally retarded.

2. To help the mentally retarded child adjust to the demands of a regular classroom.

3. To provide sequential academic instruction that supports the language arts/math program that the elementary child receives in the regular classroom.

4. To help the mentally retarded child develop a healthy self-image so that he can relate to both the resource room and the regular classroom.

5. To help the special education resource teachers cooperate with the regular teachers and staff.

6. To develop the social competency and occupational skills of mentally retarded students.

7. To develop rapport among teachers within the same feeder area.

8. To encourage continuous diagnostic evaluation and assessment of each pupil.

9. To support the regular classroom teacher in teaching mentally retarded students.

10. To consult with teachers and outside agencies regarding supportive help for mentally retarded students.

Orthopedic

1. To provide an education geared to the specific needs of the child.

2. To provide learning experiences that will develop self-acceptance, self-confidence, self-respect, respect for others and their rights.

3. To channel capable students to regular academic classes as well as vocational classes.

4. To teach the child useful and pleasurable leisure time activities.

5. To enable the child to develop appropriate behaviors.

6. To provide appropriate academic experiences that develop an understanding of the subject matter.

Homebound

1. To secure appropriate materials and assignments from the child's assigned school in order to provide a continuous effective education program.

2. To confer with the regular classroom teacher in order to follow the regular instructional program as closely as possible.

3. To bridge the gap between home and school.

4. To provide tutors in instances where no homebound teacher is available.

5. To stimulate and guide children in suitable learning activities that promote the development of their potential.

6. To complete full reports on the student's progress to insure a smooth return to school.

Hospitalized

1. To cooperate with the hospital in meeting the medical, psychological, educational, and social needs of a student in order to provide total rehabilitation.

2. To provide an educational program that meets the specific needs of the hospitalized student who is enrolled in grades 1-12.

3. To teach students who may be in the hospital 2 or more weeks.

4. To request tutors for those students who may need special help in subject areas in which the teachers are not specially trained.

5. To prevent education deprivation or retardation in the long-term hospitalized student.

6. To promote learning experiences so that grade level skills are maintained and strengthened.

7. To isolate subject area weaknesses and apply corrective training.

8. To give the student a feeling of security in knowing that he will return to the classroom having covered the same material as his classmates.

Unwed Mothers

1. To offer a curriculum that will allow pupils to continue requirements toward graduation.

2. To provide appropriate courses in child care and related subjects.

3. To promote the smooth transition back to the school and the community.

4. To provide educational services tailored to the specific temporary needs of these students in order that they may obtain the best possible education.

5. To help pupils become aware of available community resources.

Visually Impaired

1. To provide braille and large type materials.

2. To provide physical adjustments for the best utilization of sight.

3. To provide special training in braille, typewriting, listening and the use of other special learning devices and media when necessary.

4. To make educational adjustments so that other sense areas may be given a greater responsibility.

5. To make available pre-vocational counseling.

6. To help pupils become aware of supportive community agencies.

Juvenile Diagnostic Center

1. To impress on each student that he as an individual has personal worth and that it is important for him to contribute to the betterment of society in general and to his own immediate environment in particular.

2. To instill in each student a feeling that he is loved and wanted but that he must learn to discipline himself and respect those who attempt to provide experiences in acquiring acceptable behavior and responsibilities.

3. To provide experiences and skill development for the student at the academic level on which he operates.

4. To prevent educational deprivation due to absence from the assigned school.

5. To develop a good self-image in order to facilitate a good return to the community.

6. To provide experiences which help the individual to understand the world in which he lives.

7. To provide experiences which will help the student acquire the skills and attitudes necessary for effective participation in a democratic society.

8. To promote experiences which will help the individual to grow in aesthetic appreciation and creative expression.

Emotionally Disturbed

1. To provide an in-school program for evaluating, educating, and treating children with emotional difficulties.

2. To provide consultative services to the classroom teacher.

3. To provide a diagnostic program for screening students to determine appropriate placement or remedial techniques.

4. To provide consultative services to parents and encourage close parental involvement in the treatment program.

5. To provide inservice training workshops for classroom teachers in dealing with emotional problems in the classroom.

6. To develop better lines of communication and coordination of services with appropriate community agencies.

Autistic Program (TEACCH)

1. To help the child and his parent to live together more effectively.

2. To reduce or remove the child's psychotic and disturbed behavior through psycho-educational treatment.

3. To develop adequate learning, social skills, and language in order tc attend school or special classes and to live at home in the community.

4. To provide an on-going treatment program which involves diagnostic evaluation, individualized treatment, special classrooms, and parent group activities.

Learning Disabilities

1. To develop an awareness of and disseminate information about the Learning Disabilities Program.

2. To provide diagnostic and evaluative information on specific cases when a request for such services is made.

3. To plan teacher conferences and provide supportive services when requested.

4. To develop prescriptive programs for individual students when warranted.

5. To set up information centers with Learning Disabilities materials within individual school libraries.

6. To develop those academic and socialization skills to permit the student to remain in the mainstream of the school environment or return to it when these skills have been sufficiently reinforced.

Trainable Mentally Retarded

1. To insure physical, mental,and emotional growth.

2. To provide instruction and skill development according to each child's ability, aptitude, achievement, and progress.

3. To make the child aware of his home, school, and community environments as resources useful in his total life style.

4. To provide adequate transportation to enhance his total educational needs.

5. To encourage vocational and domestic training which would allow maximum independence.

6. To allow the child the opportunity to develop useful and pleasurable and fine motor coordination.

7. To promote a strong physical education program in order to develop gross and fine motor coordination.

8. To involve the older students in a sheltered workshop situation which will encourage self-support.

Hearing Impaired

1. To help hearing impaired pupils function effectively in a hearing world.

2. To cooperatively plan with the classroom teacher for an effective individualized curriculum.

3. To provide consultative services with parents for continuation of skill development in the home environment.

4. To promote vocational programs that will provide future employment opportunities for the hearing impaired person.

Speech

1. To identify and diagnose speech, language, and hearing problems.

2. To develop a comprehensive therapy program for speech and language.

3. To provide consultative services to classroom teachers in the detection and prevention of speech problems.

4. To provide direct services to open classroom and team teaching situations in relation to speech and language disorders.

5. To provide inservice education to classroom teachers in regard to normal and abnormal language.

6. To become an integral part of the District Service Units in Pupil Support Services.

7. To initiate innovative speech and language programs.

District Service Unit Goals

A. Goals concerning resources within the District Service Units, and staff needs to accomplish the goals.

1. An effort to increase the capabilities for offering evaluation, consultation, and programs for remediation of problems both academic and social within the schools; the District Service Units must attempt to gain more professional people in each discipline area.

2. Acquiring a reading specialist to work within each DSU primary concern.

3. The District Service Units must seek space for housing each unit within close proximity to its schools.

4. Realizing the need for continuous educational improvement, the District Serving Units are advocating a non-graded open classroom type school.

B. Goals concerning the development of methods for effective use of DSU resources.

1. Activities within the Learning Development Center

a. The District Service Units are assisting the speech and talent development personnel to feel more a part of the DSU and help clarify their functions within the DSU concept.

b. The District Service Units will attempt to establish priorities.

c. The District Service Units are attempting to make more effective use of meeting time.

d. For smooth operation, working toward a more systematic method of interdiscipline communication concerning followup services is necessary.

2. Activities Within the Schools

a. District Service Unit personnel are seeking to become more involved with parents around students' needs.

b. To facilitate operations the District Service Unit is attempting to gain increased flexibility in scheduling talent development and speech services.

c. The District Service Units should have mid-year conferences with principals for feedback, as well as year-end evaluation conferences.

d. There is a need to establish at each school a space for interviewing, testing, etc.

e. The District Service Units see a need to seek volunteers and begin volunteer programs.

f. The District Service Units are seeking out a more effective use of community resources.

C. Goals for sharpening the awareness of District Schools for their needs of District Service resources.

1. The District Service Units are trying to make teachers more aware of the extent and limitations of services offered.

2. District Service Units can conduct inservice workshops in behavioral management, evaluation techniques, and helping teachers identify specific problems.

3. For smooth operation it is necessary to help principals understand the District Service Unit and team concepts.

4. The District Service Units are working toward the implementation of a learning laboratory in each school.

APPENDIX H

THE HOUSTON, TEXAS, PLAN:

CENTER FOR HUMAN RESOURCES DEVELOPMENT AND EDUCATIONAL RENEWAL

The Houston Independent School District is committed to meeting the wide range of educational needs of the boys and girls in Houston who eventually will take their place in a complicated and changing world. Ultimately, the long-range goal is to provide schools which can foster the growth of competent individuals who can deal realistically and effectively with the rapid growth of new technology and knowledge. Recent events have presented a unique opportunity to develop a comprehensive program which will bring us closer to this goal for all the children in Houston. This program is called the Houston Plan.

THE GOAL OF THE HOUSTON PLAN IS TO MAKE THE ENTIRE EDUCATIONAL PROCESS RESPONSIVE TO THE STRENGTHS AND WEAKNESSES OF EVERY CHILD: TO MAKE THE CURRICULUM OF LEARNING RELEVANT AND INTERESTING TO HIM: TO HUMANIZE AND PERSONALIZE THE ENVIRONMENT IN WHICH HE LEARNS. THE RETRAINING OF TEACHERS AND THE TOTAL RESTRUCTURING OF THE CLASSROOM ARE THE TWO MOST ESSENTIAL ASPECTS OF THE HOUSTON PLAN'S IMPLEMENTATION IN THE IMMEDIATE FUTURE. THE LONG-RANGE GOAL IS THE ESTABLISHMENT OF A SYSTEM THAT IS PERPETUALLY IN SEARCH OF BETTER WAYS TO DELIVER SERVICES IN THE CLASSROOM TO ENSURE CONTINUOUS PROGRESS AND GROWTH FOR EACH CHILD, INCLUDING THE EXCEPTIONAL CHILD.

A Philosophy of Education for the Seventies

Over the past several decades, the quality of public school education in America has been a matter of increasing concern for parents and educators alike. School drop-out rates rise much faster than the population, particularly in urban areas. Recent studies have indicated that in some Texas communities up to 60 percent of the students from minority groups do not complete high school; while 30 percent of the white anglo students fail to graduate. Coupled with these facts is a recognition that many students are promoted on the basis of social factors rather than mastery of essential skills. Still another group of students, those enrolled in "Special Education" programs, often fall far behind the educational mainstream and are seldom prepared to assume productive wage-earning roles in society upon completion of public school. Similarly, both parents and educators recognize that gifted students are not challenged. Studies indicate that the current system meets the educational needs of only a portion of its students.

Awareness and recognition of this situation compels the Houston Independent School District to formulate a stable system for change that

will enable it to meet the educational needs of its students during the coming decade. The name of that system is the Houst. Plan.

THE PHILOSOPHY BASIC TO THE HOUSTON PLAN BEGINS WITH THE PREMISE THAT EVERY CHILD IS SPECIAL AND EVERY CHILD BRINGS A UNIQUE SET OF EDUCATIONAL NEEDS TO SCHOOL EVERY DAY.

Schools must provide a place where diverse needs can be met and a wide range of growth experiences can take place. In its Goals for the Seventies, the Houston Independent School District is committed to providing teachers, principals, and schools which will foster and teach each child:

- To value and view himself as a worthy person.
- To think realistically and communicate effectively with others in solving life's problems.
- To develop marketable skills.
- To experience joy in creative activities and to appreciate the many ways in which his leisure time can be used.
- To appreciate the complex and changing world and society about him and to take an active part in channeling that change in constructive ways.

Few find fault with this philosophy; most say it should have been applied years ago. Yet it was not. Why? The daily newspaper illustrates all too clearly that these experiences have not occurred in the tragic and dismal lives of those who are products of our schools. Public schools are one great constant in the widely divergent troubled urban scene. Why do they fail when the need for them to succeed is so urgent? Why is it difficult to implement the best philosophies of learning, classroom management and organizational theories? Why? Because the administrative processes necessary to effect change have not existed in the past. The steps necessary to take any new concept, break it down, and apply it creatively in the day-to-day activities of children have been impossible in the rigid inflexible classroom designs that have evolved in this country over the past 50 years. The Houston Plan is a major step toward providing the diverse solutions demanded by the monumental problem faced in Houston's schools.

In more practical terms, the Houston Plan is a comprehensive action program that picks up where the philosophies of education leave off. It provides a concrete, realistic, workable set of steps to meet the individual educational needs of children in the Houston schools. The Houston Plan is two-pronged. First, it provides a setting in which teachers and administrators are given vastly more freedom to work creatively with each child. The importance of the second aspect of the Houston Plan cannot be overemphasized. It aims to create within the entire system mechanisms for responsiveness to

children, to educational advances, and to the changing world that will ensure the constant renewal of educational practices on all levels.

It is very important to look at children to be able to understand the Houston Plan. In many important ways, children are different from one another. Some are tall, some are short. Some are black, some are white, and some are brown. Some are happy, some are sad. Some have supportive families and some have no family at all. Some can run faster than others. Some get along better with their friends than do others. Some learn faster, some learn more slowly. Some learn well in one area but have difficulties in other areas. In the past, many of these individual differences have not been given the importance they deserve. Far too often, like an assembly line, each third grade child has been expected to learn the same material, from the same book, from the same page, at the same time, at the same speed as all the rest of the children in the class.

Those who could keep up got A's and B's; those who couldn't were labeled failures and perhaps held back a grade or two or placed in special education classes. If we are not going to consider a child as a failure just because he is shorter than those in his class, or has red hair, or is left-handed, why should this be done when he doesn't learn as fast as others or learns better when the lessons are presented in a different way than the way his teacher presented them?

Parents and educators alike have long dreamed of an educational system which would allow for a personalized approach for each child to assure social growth and academic success. Over the past 10-20 years, many major advances have been made in methods of personalized instruction which take into account the individual differences in the way children learn. These new methods, techniques, and materials, however, have been very slow in finding their way into the average classroom. The Houston Plan pulls together these advances into a comprehensive set of programs which represent the "blueprint" for implementing the Houston Independent School District's Goals for the Seventies.

As the "blueprint" for the Seventies, the Houston Plan was the outgrowth of a number of challenges and opportunities. One of these has already been mentioned and that has been the need for more effective and responsive schools throughout Houston. Another major contributing source was the new State program for special education known as "Plan A."

Provisions for this new State plan for special education were spelled out by Senate Bill 230, which was passed by the 61st Texas Legislature. Under these new laws, all school districts in Texas must be operating under "Plan A" by 1976.

Essentially, Plan A has two major features. The first of these is that it provides comprehensive services for exceptional children beyond those which have been provided in the past. The second important part of Plan A is that it created a number of new alternative ways in which the needs of exceptional children could be met (as opposed to the self-contained special education classroom which was the only option under the old system).

To provide these additional services, school districts will be funded for teachers, supportive personnel, and materials on the basis of the needs of the total student enrollment, rather than on the basis of children having to be identified and labeled before any services would be available. With this change taking place throughout the State under Plan A, the Houston Independent School District saw the opportunity to develop a comprehensive program which included the provisions and resources of Plan A but went far beyond it.

The Houston Plan: An Overview

The Houston Plan for education has been conceived as a concrete strategy for achieving an appropriate personalized instructional program for each individual child. Parents and educators alike know that each child learns in his own unique way and at his own rate. This is true for all children from the most gifted to the most handicapped. The materials, resources and specialists are now within our reach, if we choose to act.

With the availability of the techniques and methods of personalized continuous progress learning, and the availability of funds through the new State plan for special education, the Houston Independent School District has committed itself to the concept of individualized instruction. In order to bring this about in a concrete, observable way, several new programs have been developed which, when put together, will culminate in a truly personalized curriculum for each child.

These programs can be summarized as follows:

- The development of an academic curriculum based on the concepts of multi-sensory and continuous progress learning.

- The development of new instructional and classroom management skills through retraining programs sponsored by the District.

- Increasing the number of highly skilled supportive personnel available to the classroom teacher on an immediate need basis.

- Focusing these new personnel, resources, and materials in Precision Learning Centers which will be established in each elementary school.

- Local schools planning committees which will develop and periodically review individualized instructional plans for each child. These

plans may be implemented in either the regular classroom, the Precision Learning Center, or a supplementary class or in any combination thereof depending solely on the needs of the individual student.

During the past one hundred years, in which the grade school has developed, the role of the teacher and the method of teaching has changed from what is best for the child to what is most convenient for the teacher. The activities of the classroom are often selected according to the effect on the teacher. Personalizing instruction means returning the emphasis of learning to the child. The classroom can and should become a place of enrichment and growth, not boredom and restriction; of excitement and joy, not frustration and anger; of success and not failure.

In the past, teachers have been seen typically as the dispensers of knowledge in the classroom. There, the student has been viewed as a passive dependent listener. It is increasingly apparent with the tremendous amount of knowledge being generated today that it is no longer possible for one person to pass all this information on to students. It is also evident that in the future all adults will need to be involved in a continuous process of learning and relearning if they are to keep up in society. For this reason, it is essential that children learn how to learn and how to take responsibility for learning on their own. In a personalized instructional program, the role of the teacher will change from that of being the director of the class to being a facilitator, or advisor, or specialist of the learning process.

This attitude toward learning frees the teacher from thinking of himself as the sole source of knowledge in the classroom and from the confines of the lock-step curriculum which assumes that all the children in the class will be interested in and can learn exactly the same things at the same time. With this freedom, the teacher can begin to look at how each child learns, and with the help of supportive personnel can plan programs which focus specifically on each child's strengths and weaknesses. With individualized planning, flexibility and adaptability become the keys to preventing chronic failure and early withdrawal from school.

As flexibility is introduced into the regular education classroom, a much higher tolerance for the child's individuality becomes possible. It is no longer necessary that children be regimented into behaving exactly alike at all times.

Relationship of the Houston Plan to the Precision Learning Center Concept

A Precision Learning Center (PLC) has been proposed for every elementary school to provide a high-intensity support service for the

teacher and the child. This center will house the most modern instructional equipment and materials available. It will serve as a resource center for all children and teachers in the school and will be staffed by teams of specialists skilled in precision and diagnostic teaching and in the uses of instructional materials. Significantly, the Precision Learning Center will be the cornerstone for implementation of the Houston Plan.

Under the present organizational structure of the Houston Independent School District, regular and special education have been parallel systems. The barrier separating these programs has allowed children to move from Regular to Special programs but has seldom allowed for children to return to the educational mainstream. With the implementation of the Houston Plan, the departments of regular and special education will share their collective resources in an integrated program which will meet the need of every child in the District. The point of convergence of the two programs will be the PLC.

Physically, the PLC would be at least the size of two or three large classrooms (adjusted according to school size). Designed with architectural flexibility, the PLC would be organized around multiple learning stations, media posts, individual study booths and a variety of activity areas. Included would be an integrated system of advanced learning equipment, teaching methods, and materials of demonstrated effectiveness. Staffing and equipment would be designed to adequately serve the educational needs of a given school; the children would move through the center as often as needed.

The PLC would be able to meet a broad spectrum of educational needs through the use of correlated learning resources tailored to each child's learning style. These needs would range from those presented by the child with learning difficulties to those characteristic of the very gifted child. Although special emphasis will be placed upon the 20-30 percent of the school population who encounter moderate to severe learning difficulties in the elementary grades, the center will be available for use by every child in the school.

Four major divisions of the PLC would be directed at creating a high intensity learning environment. These divisions are Educational Renewal, Special Services, Planning and Programming, and Personalized Instructional Systems. With this organization, the PLC represents a bringing together of the resources of previously separate and isolated programs. The design of the PLC enables the school to organize its supportive resources into a single integrated unit which would serve as the educational heart or core of the school for both children and staff.

The PLC represents a significant departure from traditional resource and learning center arrangements. As a unit, the PLC would have two complementary

objectives. The first of these would be to operate as a fully individualized learning environment for children with special needs. Secondly, the PLC would serve as a model for behavioral management techniques, uses of instructional materials, and individualized curriculum planning; it will be the gateway for educational renewal and curriculum innovations to be brought into the total educational environment of the elementary school.

The PLC will represent one of the major ways in which the education of children will be advanced as a result of systemwide changes and innovation currently underway in the District under the Houston Plan.

Center for Human Resources Development

The Philosophy

All education should be special education, each child is unique, the goal is to find and meet the needs of the individual child. Special Education in the State of Texas is committed to the idea that in order for education to be appropriate to the child, a new attitude must prevail. Traditional labels are no longer suitable in that exceptional children are more alike than different from other children. All children learn better and adjust to life better in every way if they are not labeled and isolated from the flow of life and learning in the school. The total program for all children must become special.

The Goals

A. To reintegrate the special and regular education programs recognizing that each child is unique in the way he learns and that each child has different educational needs.

B. To make available the technology of a Continuous Progress Learning curriculum to meet the individual needs and differences of the entire educational community through teacher retraining.

C. To provide the regular classroom teacher with additional teacher aides, teacher specialists, and instructional materials provided through State funds from Plan A.

D. To provide specialists in diagnostic and treatment procedures to support the efforts of the classroom teacher. To individualize the instructional program.

The Immediate Objectives

A. To develop an intervention strategy which stresses prevention in the formative years rather than treatment after the fact.

B. To develop a consultative model in the delivery of specialized assistance to the classroom teacher.

C. To provide a continuum of services from the classroom teacher to most highly skilled specialists in specific learning or behavior disorders.

The Means

In February of 1972, the Division of Special Education and Psychological Services underwent a major reorganization to provide a more

responsive and efficient delivery of services. The new designation of the Division is the Center for Human Resources Development and Educational Renewal. The restructuring is designed around three programmatic areas each designed to facilitate the implementation of the Houston Plan. The departments include Educational Renewal through teacher retraining; Student Services through multi-disciplinary consultative teams drawn from sixty masters level persons in psychology, education, counseling and speech; and Program Planning and Development, which includes several new programs in developmental stages.

The Center for Human Resources Development will play a key role in the implementation of the Houston Plan. Since the plan involves a total change in the way education is defined and taught, and since change in any form must begin with people, a key to the success of the Plan lies in the Educational Renewal Project.

Educational Renewal Project

Educational Renewal is a major long-range aspect of Houston's plan to personalize instruction during the coming decade. There is a great need to provide classroom teachers, principals, and administrators with a continuing education program which will train them in the use of the latest advances in the methods and materials of personalized instruction. In the past, the classroom teacher has left college, trained in the newest developments in research and teaching methods. Upon entering the classroom, teachers often quickly become caught up in the day-to-day concerns of teaching. Time and the technological explosion of the sixties have both served to isolate the teacher from the most recent developments in methods, techniques and materials. The same problem has occurred in businesses and industry as well. This has forced many private corporations to establish instructional centers which can bring a constant flow of new knowledge to their employees. This trend has now caught up with education and educational renewal is among the highest priorities of the Houston District.

The vehicle for this effort is the Teacher Development Center in the Division of Human Resources Development and Educational Renewal; it is the only facility of its kind in the country today. A federally funded project, Houston's teacher training program has caught the eye of educators around the country and in the coming years will likely serve as a model for other teacher renewal efforts in large school districts.

Physically, the Human Resources Development Center's teacher development project consists of three elementary schools established as training sites for the 1971-72 school year. During the past school year, the training program was begun with the training of master teachers and the faculties of these schools.

This spring, 85 elementary schools were designated as Houston Plan schools. In the coming year, a team of six teachers from each of these 85 schools

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will cycle through the Teacher Development Center for approximately 120 hours of training in the latest methods of classroom management and personalizing instruction. The long range goal is to expand this program over the next several years to eventually include all of the teachers in the district.

This summer, the activities at the training sites will be directed toward the training of: (1) principals from the designated Houston Plan schools; (2) the Precision, Resource and Diagnostic teachers who will make up part of the staff of the Precision Learning Centers in those schools; (3) memebers of the High Impact and support teams for the Precision Learning Centers.

Special Services and Programs

Under the Houston Plan, there will also be a number of new supportive personnel in the local school who will be working with Special Education and regular children and teachers in the classrooms and in the Precision Learning Center in the school. Among these new roles will be that of the resource teacher, the diagnostic teacher, and the precision teaching strategist.

In addition to the three supportive teaching specialists, the Center for Human Resources Development will provide back-up, High Impact Teams of skilled professionals. Consisting of an Educational Diagnostician, Psychologist, Communication Specialist and Counselor, this team will provide information, training, and support to the teaching specialists, the classroom teacher, parents, and other interested people in the community.

The new State plan for special education, by providing additional funding for new personnel, has made it possible to begin to fill the gap between the classroom teacher and the professional appraisal and treatment services. Most of these new supportive personnel will work out of the Precision Learning Centers established in each school. The PLC will, thus, become the focal point in the school for consultation and interaction between the various support teams. With this arrangement, it becomes possible for the first time in the school district's history to pull together all the specialized programs, personnel and materials, and make them available immediately to any child experiencing difficulty in the classroom. This makes alternatives to the self-contained special class available; alternatives which can be welded together in an efficient delivery system aimed at meeting the educational needs of all children without removing them from the educational mainstream.

Educational Planning and Programming

Under the new program, a school planning committee will be established at each local campus. With the help of the various support personnel,

an individual educational plan will be prepared for any child experiencing difficulty in the regular classroom. This plan may call for the introduction of new teaching methods and materials appropriate for the child's own personal learning style and level of functioning. This educational plan may also call for the child to divide his time between, for example, a self-contained special education classroom, a regular classroom and the Precision Learning Center in the school, or any combination thereof. The amount of time spent in each of these learning environments will necessarily vary according to the needs of the particular child. Where the problem presented by the child is severe enough, the school planning committee may refer the child to the Area Strategy team from the Division of Human Resources Development and Educational Renewal. This team of specialists may then initiate whatever additional diagnostic or remedial services are needed.

In Summary

- The Houston Plan is a program designed to meet the educational needs of all children.
- The Houston Plan is not an attempt to develop more "Special" programs.
- The Houston Plan is not a plan designed only for educationally handicapped children.
- The Houston Plan is an attempt to provide personalized instructional programs for all children.
- The Houston Plan is an attempt to provide flexible educational planning for any child experiencing difficulties in the classroom.
- The Houston Plan is not going to move all children now in special education classes back into the regular classroom.
- The Houston Plan will enable handicapped children to return to the regular classroom so long as they demonstrate that they are benefiting from that environment.
- The Houston Plan is an attempt to better utilize all the resources of the District.
- The Houston Plan is designed to provide quicker, more efficient student services.
- The Houston Plan will provide teachers with new teaching skills.
- The Houston Plan will create a Precision Learning Center in each school.
- The Precision Learning Center is designed to provide assistance to every child from the most gifted to the most handicapped.
- The Precision Learning Center is not for use only by "special education" children.

ESTIMATED COST OF THE HOUSTON PLAN $1,200,000.00

PRECISION LEARNING CENTERS:
A PROPOSAL FOR ALL ELEMENTARY SCHOOLS
IN THE HOUSTON INDEPENDENT SCHOOL DISTRICT

The Houston Independent School District is committed to concern itself with "providing an environment that promotes and ensures the personal dignity of each child and encourages him to develop his physical, emotional, and mental abilities to their fullest potential." The essence of this commitment is to be found in the goal of individualizing or "personalizing" the learning process for each child.

Theoretically, the increment to learning accrued by personalizing the learning experience for a child has been validated by research and well known for many years. The difficulty has not been in knowing what to do but rather how to do it best. A child learns in multiple ways proceeding from the modality most appropriate to him. Some children tend to learn more proficiently through auditory experience; others, through visual experience, etc.

The most desirable and meaningful learning experiences appear to be those which incorporate activities of multi-sensory nature to reinforce what is to be learned and which allow the student the option to choose those ways he knows he learns best. A teacher, similarly, in personalizing a learning situation, would ideally know and "prescribe" for each student a set of activities designed to meet that student's individual needs.

What has been known theoretically, however, about how a child learns best has been too long ignored in the classic self-contained classroom, which at best has utilized the questionable technique of ability grouping that ill-serve the goal of personal dignity for each child while attempting to meet the challenge of diverse abilities. Lack of teacher training in the personalization of learning has been one contributory factor to the absence of implementation of true individualized teaching. Another, however, has been the severe lack of most elementary schools in the District of sufficient multi-sensory materials and equipment and a place for their utilization in personalizing the learning process. In far too many schools, even the library is an understocked cubbyhole.

In our media-oriented society, for better or for worse, we are charged with teaching children who have grown up as familiar with a television set and a cassette tape recorder as they are with a book. If we are to assess realistically how our students have learned before they enter school, we will recognize that we can utilize their familiarity with a variety of media in our instructional programs. The use of media does not replace the use of the book but, rather, serves to

complement the book. What a child cannot comprehend sitting in his assigned seat in a self-contained classroom, he may more readily understand sitting in a carrel in a learning center listening through earphones to a prerecorded cassette lesson. What he cannot perceive at a blackboard, he may understand at a learning station as he uses at his own pace an individual filmstrip record combination.

Whereas we cannot re-structure physically our elementary schools into open concept schools, we can create within each school an open-concept learning center to provide an environment which allows freedom of movement and individual learning. It is proposed, therefore, to establish a Precision Learning Center in each of the District's elementary schools. Such a Precision Learning Center at each school would serve as a network of focal points within the District to serve student and teacher alike with a variety of resources to utilize personalized learning.

Optimally, a Precision Learning Center would be a created open-space of two to three classrooms in size, incorporating or extending from current library facilities. It should serve not only as a center for the distribution of books but also as the school's center for individualized activities involving the use of specialized audiovisual materials and equipment to strengthen a student's cognitive and perceptual skills through a variety of modern media techniques. Visually, the Center should be an attractive, inviting environment arranged functionally so that a child of any age could be oriented easily to use materials appropriate for him in individual study. Reading, browsing, reference work, small group and individual use of equipment can take place simultaneously in such an environment.

In a Precision Learning Center, the role of the librarian changes, just as the role of the teacher changes. Both become facilitators for the child to accomplish a given learning task by appropriately guiding and aiding him. In terms of this general statement regarding the Precision Learning Center concept, stress is placed on the Center's potential for each child. The function of the Precision Learning Center for students with diagnosed learning disabilities is outlined in the description of the Houston Plan. It should be noted, however, that the presence of the proposed Educational Diagnostician, who under the Houston Plan would work through the Precision Learning Center, would benefit all children and teachers at a school. The trained eye and expertise of a diagnostician would be of invaluable aid in early identification and help for students with subtle varieties of learning disabilities which often either unnoticed or are labeled "behavior" problems.

To establish and equip a Precision Learning Center at a minimal functional level to serve adequately the students and teachers entails assessing each school's individual needs for facility adaptation and materials and

equipment. However, attached is a diagram of typical Center and a cost estimate based on minimal needs for a Center. The majority of costs are one-time, nonrecurring expenses to establish a Center. Thus, the benefits to the District's students would appear to justify significantly the expenditure.

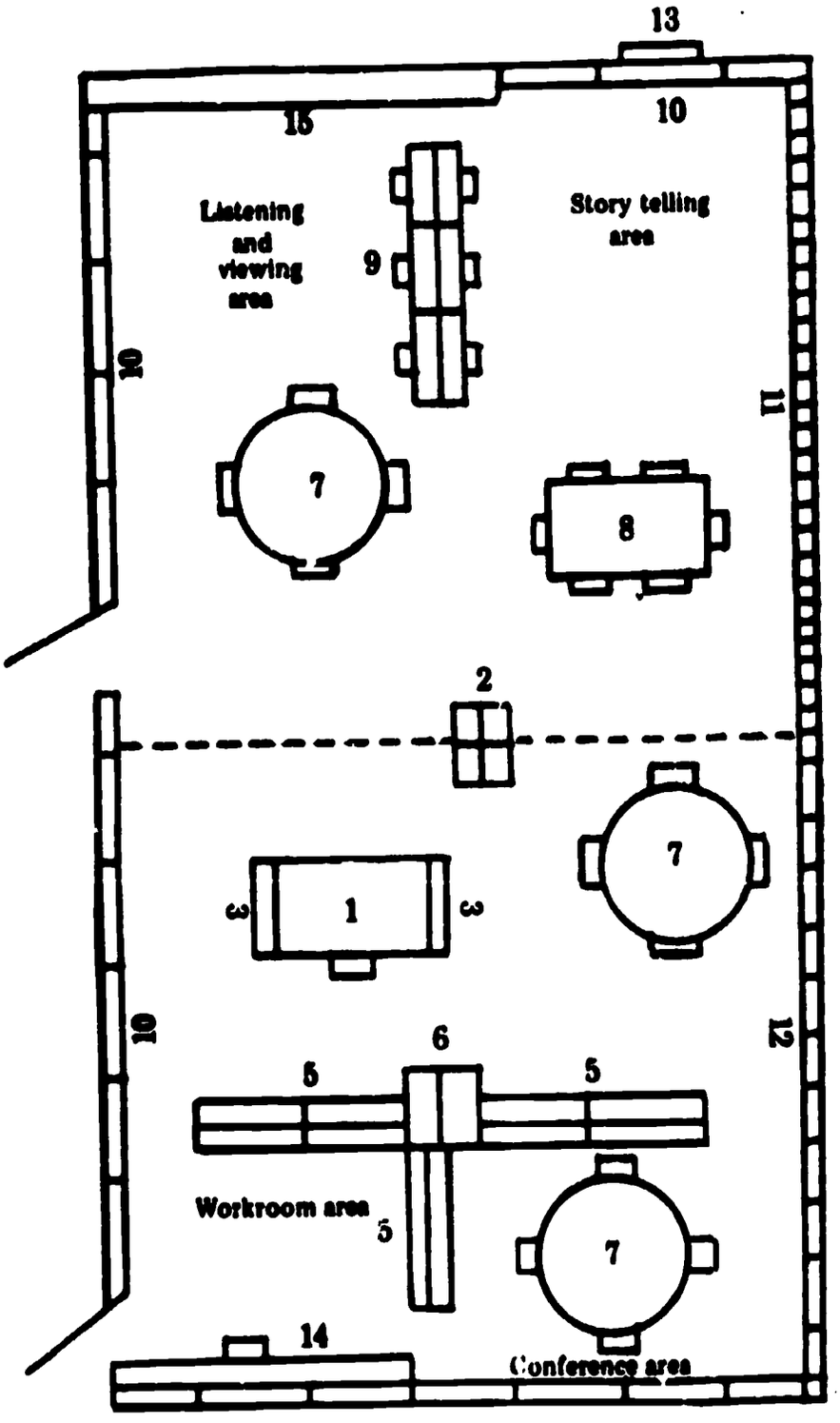
ESTIMATED TOTAL COSTS FOR PRECISION LEARNING CENTERS	$1,700,000.00

PRECISION LEARNING CENTER
(Two Classrooms)

Construction cost, including work area, cabinet, and shelving		$3,500.00
Furniture (additional)		1,327.80
6 carrels, electrically wired @ $68.60	$ 411.60	
6 chairs @ $6.95	41.70	
1 round table, 48" diameter, @ $65.00	65.00	
1 book cart @ $59.50	59.50	
6 counter height bookcases @ $125.00	750.00	
	$1,327.80	
Audiovisual equipment		3,801.70*
3 junction boxes @ $35.00	105.00	
24 head sets @ $4.95	118.00	
1 filmstrip projector @ $99.00	99.00	
3 individual filmstrip viewers @ $22.45	67.35	
1 wall screen @ $29.75	29.75	
2 table screens @ $8.95	17.90	
1 language master @ $275.00	275.00	
1 overhead projector @ $249.50	249.50	
1 16mm projector @ $519.00	519.00	
1 record player @ $69.95	69.95	
1 tape recorder @ $169.00	169.00	
1 cassette tape recorder/player @ $150.00	150.00	
4 cassette tape players @ $100.00	400.00	
1 super 8mm machine @ $126.50	126.50	
1 microprojector @ $273.50	273.50	
2 small microscopes @ $15.00	30.00	
1 17" audiovisual cart @ $19.45	19.45	
1 42" audiovisual cart @ $28.75	28.75	
1 filmstrip viewmaster with cassette recorder/player @ $440.00	440.00	
1 television set @ $135.00	135.00	
1 electric typewriter @ $450.00	450.00	
1 42" television cart @ $28.75	28.75	
	$3,801.70	
Materials--print, nonprint and programed learning		3,970.50*
Carpeting		550.00
	Grand Total	$13,150.00

*A number of these items are already available in some schools.

A TYPICAL
PRECISION LEARNING CENTER
(Two Classrooms)



EXPLANATION

Item Number	Item
1	Control desk
2	Card catalog
3	Book truck
4	Dictionary stand
5	Double-faced movable shelving. Each section 3' long, 48" high, 18" deep
6	Legal size vertical files
7	48" round table, equipped with electrical jacks
8	Rectangular tables, 36" x 72"
8a	Rectangular tables, 36" x 72", equipped with electrical jacks
9	Study carrels, electrically wired
10	High wall shelving
11	Picture book shelving
12	Low wall shelving
13	Wall screen
14	Work counter with cabinet and storage drawers for flat pictures below and shelving above
15	Cabinets with adjustable shelving for the storage of small audiovisual equipment

NOTE: No items of furniture and equipment except wall shelving are to be fixed to the floor.

Page 100 Blank

Appendix I

THE REFORM PROCESS: A TENTATIVE DEFINITION AND SOME RUMINATIONS ON THE SUBJECT OF PARITY AS RELATED TO THE REFORM PROCESS

Gerald H. Moeller

The Reform process involves the problemsolving approach and continuous feedback to insure effectiveness, efficiency, and relevance. Community, students, teachers, administrators, universities, State education agencies, and OE participate in the intensely open decisionmaking process. Each site should begin with a needs assessment designed to impact funds with maximum effect on a target group of children. At present this focus is upon areas with high concentrations of disadvantaged children.

The Reform process is based on decentralized authority to make some decisions at a local school level and more general overarching decisions at higher levels of authority. It involves full application of modern management techniques to make maximum use of available funds--Federal, State, and local.

The impact upon the local schools will be significant. In the first place, officials will be encouraged to take a fully comprehensive look at the needs of their entire system, as a system. They can then develop a coherent, coordinated program to address those needs. With help from OE, the most appropriate of available resources will be identified for implementation within the plan. The process for receiving those resources should include one application, one grant, and one set of administrative procedures. As it is now, school administrators in disadvantaged areas, trying to cope with a vast array of educational problems must apply individually for each of several possible program grants ranging from Dropout Prevention to Teacher Development. Each grant must then be individually funded, administered and evaluated with very little hope for an overall assessment of progress toward meeting the full spectrum of needs.

Reform should improve our effectiveness in inducing pupil learning. It is not compensatory. It attempts to get children to learn effectively the first time around. Unlike other special programs which require continued input of outside funds, reform is designed to improve teachers' competencies even should outside funding cease. Politically it has the advantage of allowing the local district to spend money as it is needed but according to a rigorous planning and accounting procedure.

TO: The Administration and Supervision Task Force on Reform

FROM: Gerald H. Moeller

RE: Some Ruminations on the Subject of Parity as Related to the Reform Process

I continue to be concerned about both the purpose and the implementation of parity in the reform process. Has parity been made a part of the reform process in order to improve the products of the schools? In a program budget would we allocate the financial costs of parity to pupil achievement, to community development, or what? Is parity included to increase trust of communities for their schools? Despite its obvious attractiveness on humanistic and philosophical grounds is there any research evidence that it is effective?

A second problem involves implementation of parity. If parity is to be real all parity partners must be equally responsible for resources and results. Authority then can match responsibility and each partner can jointly share in decisionmaking. Without such responsibility adhering to each partner; only the partner with the ultimate responsibility (now the school system) can have the final word. The other partners must be advice givers and hence are not equal.

I would suggest that we discard the term "parity." It implies a precise balance which no dynamic, political entity can achieve. It is actually impossible given current accountability requirements.

For the present the best I can suggest is the extensive use of sign-offs and the requirement that measures of trust between the groups involved in operating the renewal centers be taken and reported.

Appendix J

SOME MAJOR ISSUES IN SPECIAL* EDUCATION IN LARGE CITIES

Martin J. Dean

School districts in the large cities of the country face a multiplicity of problems. Confronted with declining enrollments, an overstretched budget, and communities ever-anxious to become involved with the management of their districts, school administrators are trying fervently to resolve major issues and concerns on an almost daily basis. The education of exceptional children, once an area in the school system almost immune to criticism and scrutiny, no longer enjoys such sanctity as pressures arise from a variety of fronts.

In many of the districts, enrollment of pupils is declining while, on the other hand, requests for special programs and services are increasing. Per pupil costs of educating students are increasing while districts are faced with taxpayer revolts and revenue limitations. Community participation in the operation and management of the schools is increasing without a system for determining who represents the community.

Is the school district serving all the handicapped? Are teachers adequately trained to meet the needs of the handicapped? How best can the habdicapped be served? What benefit does labeling a child serve? These, and many other questions, are being directed toward administrators of special education in the large districts of this country.

Parents of handicapped pupils are justly insisting that programs offered to their children be upgraded, meaningful, taught by specially trained teachers, and housed in suitable locations. Some who had been excluded from schools for a variety of reasons, most of these governed by State Education Codes and/or school district policies, are either asking to be served by the school districts, or school districts are being mandated to serve them as a result of court decisions.

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* This article was originally published in Special Education, Thrusts for Education Leadership, Association of California School Administrations, March 1973, Vol. II #6, pp. 32-36.

Increased Load on Districts

Generally speaking, these children are severely multiply handicapped and have never had the door of public schools opened to them. What little education and/or training they received was in State institutions or parent sponsored day care centers. With the general movement toward phasing out State institutions, these children are returning to their local communities and the financial burden of their education and training becomes the primary responsibility of the local schools. Similarly, deaf/blind pupils are not unique to large cities any more than are children with severe mental retardation, yet programs for these two groups of youngsters are principally confined to large cities.

Parents of children who are severely handicapped tend to migrate toward cities where programs are offered. Small cities and rural areas do not generally offer these specialized programs because there are "not sufficient numbers of children" to warrant them. Taxpayers in large cities, however, should not be expected to pay for the excess costs required for these programs. It is erroneous to consider them as large district programs when they are, in fact, State programs which should be funded accordingly.

The large cities become in effect, regional centers for the State since the mandate to serve these youngsters is realistically directed to them. States appear to be willing to shift this responsibility to the large school districts, but without the commensurate financial support formerly afforded the State institutions. Reimbursement for conducting these programs must be changed to reflect the actual costs for services which are required. Formulas which provide less than this do a disservice to the children, their parents, and the districts attempting to operate the programs. This is one of the major concerns facing special education administrators in large cities.

Some Solutions

The involvement of agencies other than education and government should be encouraged. A great deal more coordination of, and articulation between, public and private agencies is needed to provide services to multiply handicapped children and their families. Too often in the past health and welfare agencies believed that, if specialized services were needed, the public schools would provide them. This should not be the accepted pattern. With one large school district after another feeling the financial pinch (some not having sufficient funds to conduct classes for a complete school year), communities can no longer look toward the schools as the provider of all services for all children. In San Francisco, as an example, the State of California pays approximately 11% of the cost of educating its children, the Federal Government approximately 6%, while the local taxpayers pay approximately 83% of the bill. This trend toward the local taxpayer in large cities paying the bills should be altered. These costs should be shared more equitably by government agencies.

A viewpoint of coordinated effort was advanced by Natt B. Burbank, Assistant Dean of the School of Education at Lehigh University, when he stated: "In view of the rapid urbanization of the nation, the problems of the city complex call for broad and statesmanlike study. Anything less than the best thought and most coordinated action will not be good enough. The times are moving too fast for second rate government at any level, especially at the grass roots where political action and reaction are virtually instantaneous."

The excellence of programs developed from the combined efforts of agencies within the metropolitan community and the local school district is being demonstrated in San Francisco. Staff members from the University of California Medical Center and the Unified School District are cooperating to design a much needed multiphasic diagnostic program to assist in the evaluation of severely handicapped preschool and primary school children. Without such cooperation, as well as that received from San Francisco General Hospital, Children's Hospital, and Mt. Zion Hospital--to name but a few--services which children and parents receive in the community could not be available.

By the same token, the exemplary program for pregnant girls in San Francisco would not be so widely acclaimed for its comprehensiveness and service to expectant teenage mothers if it were not for community services contributed by agencies such as those mentioned above, and others. The cost per pupil would be one which the district could not afford under the present State reimbursement program. Some large districts, therefore, are taking those extra steps to provide the best possible education for their handicapped, by working closely with other public and private agencies. They recognize that school districts alone cannot finance all the components of a comprehensive program for the handicapped. Shared responsibility and combined cooperation is a requisite to the maximum success of a program.

A Major Concern

Another major issue is the labeling, classification, and categorization of handicapped children and youth.

At a recent conference on "Special Education and the Cities," this issue was discussed in depth by the participants. The conference was jointly sponsored by the Leadership Training Institute/ Special Education, the National Center for Improvement of Educational Systems, and the Bureau of Education for the Handicapped of USOE. Those invited were:

1. Special Education administrators from the 23 member cities of the Council of the Great City Schools.

2. State Directors of Special Education from the 18 states represented by these cities.

3. Deans of Schools of Education or Chairmen of the Special Education Departments from the largest teacher training institutions in close proximity to these cities.

4. Representatives from TREND. Urban/Rural and Educational Leadership programs of NCIES.

5. Officers from USOE's Bureau of Education for the Handicapped.

The Conference evolved out of shared concern for the present critical needs in special education, created in part by new Federal court decisions mandating massive and rapid transformation of special education programs, and through new legislation emerging in a number of States.

Leslie Brinegar, Associate Superintendent and Chief of the Division of Special Education in the California Department of Education, reflected upon the problems of labeling and categorizing exceptional children and posed an approach to a solution:

> Through definitions, labels and classifications, exceptional pupils were brought to the attention of legislature and school personnel. Resources then were focused for their education. Classification permitted a controlled development of special education. Eligibility standards required a study of the needs of specific types of individuality, directed that such individuals' education be provided in appropriate settings and under teachers trained in specific philosophies and techniques.
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> The classification system has been constructed by an additive process but has not sufficiently changed as program development has been refined. An important current trend is the removal of labels from handicapped children in the school system. At present under most State laws, it is necessary to categorize children in order to provide needed special education services. It should not be necessary to place a stigmatizing label on these children in order for them to receive equal education opportunities.
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> Laws should relate only to "exceptional individuals." Present classifications (physically handicapped, mentally retarded, educationally handicapped, etc.) should not be used to separate funding and legal requirements. Laws should provide the opportunities for any exceptional individual to benefit from appropriate services regardless of exceptionality. Thus, only a

single legal classification should be necessary to cover all exceptional individuals. Exceptional individuals should be defined in educational terms.

A sub-classification system which emphasizes program services primarily and child categories secondarily should be retained since information regarding numbers, program location, progress by type of exceptionality is needed for planning, data, and reporting purposes. An important difference between the current system and the sub-classification proposed is an emphasis upon programs, not pupils. In order to qualify for special education services a child need only be identified as exceptional; he then may be placed in any program appropriate to his needs.

A funding system which protects the integrity of "categorical purposing" and which permits a variety of services without labeling of pupils appears to be not only desirable but attainable at this period in the evaluation of special education services for exceptional children.

Mr. Brinegar raised some provocative questions which all who have concern for the handicapped would do well to consider:

1. Should special education programs be operated from the base of a single legal classification and can the special purpose funding required be maintained without loss?

2. Should program components (i.e., special purpose grouping, resource services, special classes) be operated on a fully free and flexible basis to allow non-categorization (or) categorization as determined locally?

3. Should the special education classification system relate primarily to program components or services rather than to classes, groups, categories or types of children?

4. Is the delivery system sufficiently capable (i.e., are sophisticated programmers and clinical teachers available in quantity) to effectively handle a completely free and flexible system which at the same time will assure, within each State, a good education for all exceptional children?

Decategorization Not Enough

Eliminating labels and categories for the handicapped without individualizing instruction will benefit no one except those who are conscience-stricken by the use of classification systems, warns Ernest Willenberg, Assistant Super-

intendent of the Special Education Divisions for the Los Angeles United School District. Referring to the explosion of handicapped pupils in large cities and his concern about the lack of proper programing contrasted to the sudden over-concern about labeling, Dr. Willenberg stated at the conference:

> It is no longer sufficient merely to make provisions for the handicapped by reinstitutionalizing programs around their diagnostic labels. Separate special day schools, centers and classes have been indicted as offending arrangements responsible for further retarding and dehumanizing certain children whose prospects would be much brighter in the environment of the "normal" pupil population. The clarion cry has become "Decategorize, Declassify, Desegregate--Mainstream!"
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> Since labeling, categorization and grouping of pupils around diagnostic classifications has become associated with personal devaluation, low motivation, and poor achievement, it is contended that such terminology and grouping of pupils for service tends to thwart the basic goal of special education in the local public school. Instead of fostering the inherent worth and dignity of the exceptional individual, the system tends to memorialize his exceptionality. The remedy sought--"Mainstreaming"--is represented to have similar values for the handicapped as "integration" is represented to have with various racial and ethnic groups. While there is a consensus that the negative labels, positive images do not necessarily flow, some would point out that many of the social and educational problems of deafness are associated with the deaf no matter how one deals with the labels. The same could be said of the blind, mentally retarded and other exceptional individuals. It would be argued that the essential task is proper classification and programming rather than declassification; and mainstreaming as a total solution tends to oversimplify and, in the final analysis, glaze over the complexity of individualizing instruction from a broad array of educational strategies.
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> After one disposes of all the shibboleths, the catch phrases and slogans, the problem of the exceptional individual in the local school system is to individualize his instruction in such a manner as to enable him to achieve his potential, whatever that may be, within an environ-

ment that fosters understanding and acceptance of the concept of the worth and dignity of the human individual, without qualification because of race, creed, religion, national origin, culture, financial status, social, physical, emotional, or intellectual condition. In our search for answers it is well to know first of all what the problem is before prescribing the solution. It may be that the ultimate goal for each exceptional individual will be obtained from the array of solutions applicable to all children.

Ability vs. Disability

Fortunately, there is a movement afoot to stress the child's ability rather than his disability. Children are certainly more alike than they are different from one another. Most handicapped pupils have the same needs, desires, expectations as do so-called normal children. The proposal to mainstream children is really one designed to treat children as they are--very similiar to one another with minor, not major deviations from one another. Why, then, stigmatize a child in an effort to help him in an area where he needs assistance whether it be physical therapy, academic assistance, or social maturation? Some may need programs slightly different from others. Some may need special assistance from the classroom teacher while others may need special assistance from "specialists." But, as surely as children need special assistance and/or training, most certainly do the teachers with whom they come in contact. This then is another major issue and concern of administrators of special education in large city school districts. The problem was crystallized by Charles Meisgeier, Assistant Superintendent in charge of Special Services and Program Development of the Houston Independent School District. Dr. Meisgeier has stated:

> Within the past two or three years, the institutions of higher education and State and local educational agencies have been struggling with the problem of providing adequate training opportunities and models to support and assist in the implementation of new designs for special education. But the problem is extremely complex and the emerging designs are creating training problems and demands for change that place great stress on all three systems. One factor seems clear: the emerging designs are requiring a whole new series of cooperative ventures among personnel of all three systems.
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> The problem would be difficult enough for special education to make internal changes; however, the emerging designs for delivery of special education services are part of a refashioning of the total educational system

and thus must involve the total educational system.

The changing environment of the schools is creating new interface problems for both special and regular education. Line-staff responsibilities are becoming clouded. Both regular and special education are looking at the generic competencies that teachers need to possess in new ways. No longer is the training of teachers or special personnel clearly the responsibility of one group or the other. Territories are being invaded. Both regular and special education are looking at the generic and special skills that teachers should have and who will trai them. The changing role of teacher from being confined to a self-contained class to participating on teams, from the role of dispenser of information to facilitator or advisor has created new interfacing problems.

Retraining Necessary

If, however, teachers are to be trained to consider all pupils as unique individuals and not fitting certain categories, training institutions must look at program offerings and sequences. At the conference on "Special Education and the Cities" Patrick O'Donnell, Chairman of the Department of Special Education at San Franscisco State University, stressed the responsibility of universities in developing different models of training.

If the university is now to develop more generically trained personnel, we must find and define a different base around which our departments and programs can be organized.

1. Competencies needed by teachers in noncategorical programs must be identified.

2. Common educational needs of exceptional children must be specified and instructional strategies for meeting these needs must be developed.

3. Teacher educators must develop more broadly based expertise and concentrations. Instructionally related groupings of faculty (program planning, instructional technology, evaluation, etc.) is one alternative to the present division of labor by category of handicaps.

4. Institutions of higher education must assist State and local educational agencies in defining "low incidence" categories and in upgrading services to these children. The needs of all exceptional children cannot be met in generic programs.

5. Universities must insist that States develop certification patterns which provide for teachers who are prepared for generic programs as well as for specialized teachers who are prepared for instructional roles in "low incidence" programs.

6. Departments of Special Education must work with local educational agencies toward the development of practica which meet the needs of students preparing for work with generically structured programs. Existing patterns for practica generally fail to provide adequate breadth or depth to meet the needs of teachers assigned to generic programs.

Some questions raised by Dr. O'Donnell were:

1. What competencies, if any, are needed by all students preparing for careers in special education?

2. How can present university faculty be retooled to function in emerging generic programs?

3. To what degree must university graduate programs be coordinated with existing State certification requirements?

Obviously, as Dr. Meisgeier has inferred, large districts cannot wait for teacher training institutions to retool if the districts are to meet the needs of children with learning disabilities. Retraining of staff must begin immediately. The school districts must work with the training institutions to effect change on the campus as well as in the classroom. Some districts are using new approaches today--more will tomorrow.

San Francisco has been working with regular and special education staffs in approximately twenty-five of its elementary schools and three of its junior high schools during the past two years. Most general educators are very excited about the prospect of meeting more of the needs of most of their pupils. They find that "marginally handicapped" children are just that--children with slight learning deficits who need special understanding and special assistance which they can provide.

Special educators too have found their talents can be expanded to service many more pupils than those hitherto segregated from others in the building. They have also been included in the mainstream of the faculty by being of assistance to other teachers on the staff and sharing technological and/or resource materials. Both groups of teachers have found that one of the primary barriers to equal educational opportunities for all children was an

attitudinal obstacle. As we overcome this and some procedural obstacles in serving children, society will be the beneficiary.

We might do well to reflect upon a medical doctor's theory of education. Herman Frankel, Director of the North Prescriptive Education Program in Portland (Oregon) Public Schools, recently stated:

> To me, education is never neutral. It either serves to make people more human, by better enabling them to reflect and act upon their world in order to transform it, or it domesticates them, makes them less human, by teaching them that they are objects to be known and acted upon, but not Subjects who can reflect upon and shape their own lives.